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The vegetable and fruit industries of Maryland have long been dependent upon migratory labor for the seasonal labor required in harvesting and processing operations. This labor force comes to the State in the spring or summer, is employed in various camps in Maryland and states to the north, and migrates south following the harvest of late snapbeans and sweet potatoes in the fall. Most migrants come from Florida and other southern states. Most migrants are recruited, transported, and managed by crew leaders who serve as their contact with employers. Some live in central camps cooperatively owned and operated by growers' associations; others camp on farms or at processing plants. Most migrants are natives of the southern states, but some come from Puerto Rico or other off-shore islands. Programs have been organized and supervised to help in transporting day workers from cities and towns to the farms. Many changes having a pronounced effect upon the labor movement have occurred in Maryland agriculture. It is not possible to predict the ultimate effect of increased mechanization upon the need for migrant labor. It is possible that the need will not be diminished and that the ultimate effect will be for greater acreages and for a rather constant supply of labor.							
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ED002683

CENTER FOR CULTURAL STUDIES
ADAMS STATE COLLEGE

PROGRESS IN MEETING PROBLEMS OF MIGRATORY LABOR IN MARYLAND

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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REPORT OF
GOVERNOR'S COMMITTEE ON MIGRATORY LABOR

1959 - 1962

THE CENTER FOR CULTURAL STUDIES
Adams State College of Colorado
Alamosa

J0604

PROGRESS IN MEETING PROBLEMS
OF MIGRATORY LABOR
IN MARYLAND
1959 - 1962

* * * * *

Fourth Annual Report of
GOVERNOR'S COMMITTEE ON MIGRATORY LABOR
JANUARY 31, 1963

ED002683

COOPERATIVE EXTENSION WORK
IN
AGRICULTURE AND HOME ECONOMICS
STATE OF MARYLAND

UNIVERSITY OF MARYLAND
U. S. DEPARTMENT OF AGRICULTURE
COOPERATING

EXTENSION SERVICE
COLLEGE PARK, MD.

January 31, 1963

The Honorable J. Millard Tawes
Governor of Maryland
Annapolis, Maryland

Dear Governor Tawes:

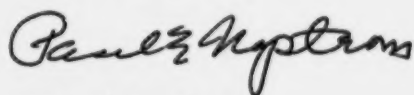
I am privileged to transmit herewith the fourth Annual Report of the Governor's Committee for the Regulation and Study of Migratory Labor.

In this report we have endeavored to portray progress made by the Committee, not only during this year, but also during the past four years. We feel very gratified at the amount of progress delineated in this report.

Among the important accomplishments have been not only the development of improved housing and living conditions of the migrant workers, but also in the operation of the program, the fine way in which agencies represented on the Committee have worked together in a cooperative approach to certain key problems and have coordinated their efforts in the solution of those problems.

On behalf of the Committee, I am pleased to submit this report and send again to you our great appreciation for the opportunity to be of service.

Very truly yours,



Paul E. Nystrom
Director
Chairman, Governor's Committee
for the Regulation and Study of
Migratory Labor

Encl: Report
PEN:mb



A Century of Democratic Opportunity in Higher Learning

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HOUSE JOINT RESOLUTION NO. 9

By

Messrs. Long, Quinn and Parks.

Joint Resolution creating a permanent committee to be appointed by the Governor for the regulation and study of migratory labor.

WHEREAS, In past years, seasonal farm labor has become a major factor in Maryland, and the increase in farm production has necessitated the importation in increasing numbers of out-of-state workers from the southern states and from Puerto Rico, where the labor supply is better suited for this type of arduous stoop labor than is the local labor supply; and

WHEREAS, Many problems involving local and community action arise pertaining to this migratory labor force; and some of these problems include the recruitment of workers from distant points, transportation, housing, health and sanitation facilities, child care, schooling and community acceptance; and

WHEREAS, It is the desire of the General Assembly of Maryland that these problems be studied in order to bring all the available facilities of the affected governmental agencies and existing statutes to bear on the vital issues that arise in connection with the use of migratory workers; and

WHEREAS, Certain public and private agencies have contact and actively participate in their various individual capacities with the migratory labor movement; therefore, the committee shall be composed of the below listed individuals or their representatives:

Director, State Department of Health;
Director, State Department of Welfare;
State Superintendent of Education;
Commissioner, Department of Labor and Industry;
Executive Director, Department of Employment Security;
Director, Agricultural Extension Service, University of Maryland;
Superintendent, Maryland State Police;
Executive-Secretary, Maryland-Delaware Council of Churches;
Representative of the Catholic Rural Life Conference;
Executive-Secretary, Tri-State Packers' Association;
Secretary, Maryland Farm Bureau, Inc.;
Secretary, Maryland State Grange;
President of Maryland State Fruit and Vegetable Growers Associations;
Secretary-Treasurer, Maryland State and District of Columbia
A.F.L. - C.I.O.; now, therefore, be it

Resolved by the General Assembly of Maryland, that a committee for the regulation and study of migratory labor in Maryland be and hereby is created as above constituted, and said committee is authorized to develop and recommend standards which will assure that out-of-state farm laborers shall be brought to, maintained, and employed in Maryland under conditions that meet satisfactory standards of housing, sanitation, health and welfare; to work in close harmony with farmers, growers, and interested social welfare and church groups to further a sound economic and moral atmosphere for these workers and their families; and be it further

Resolved, that the Governor of Maryland be requested to notify the several officers and agencies listed hereinabove of the adoption of this Joint Resolution requesting that they comply with its provisions and send representatives to meet and organize as in this Joint Resolution requested; and be it further

Resolved, that said committee shall submit an annual report to the Governor covering its activities and embodying such recommendations and suggested legislation as it may deem to be necessary and desirable, and that such report shall be submitted on or before November 1 of each calendar year.

Adopted by:

The Maryland General Assembly
at the 1959 session.

GOVERNOR'S COMMITTEE FOR THE REGULATION AND
STUDY OF MIGRATORY LABOR IN MARYLAND

Dr. Paul E. Nystrom, Chairman
Director of Agricultural Extension Service, University of Maryland

Mr. Stephen W. Cromwell 1/
Executive Director
Department of Employment Security

Dr. Thomas G. Pullen, Jr. 3/
Superintendent
Maryland Department of Education

Mr. Charles A. Della
Maryland-District of Columbia
AFL-CIO

Mr. D. Eldred Rhinehart
Maryland Horticultural
Society

Miss Estella Everett
Secretary
Maryland State Grange

Mr. John W. Rue
Executive Secretary
Tri-State Packers' Association

Col. Carey Jarman
Superintendent
Maryland State Police

Judge Murray L. Schuster 4/
Commissioner of Labor and
Industry

Rt. Rev. Msgr. Joseph J. Leary
Executive Secretary
Catholic Rural Life Conference

Dr. Francis C. Stark
Maryland Vegetable Growers
Association

Mr. A. Kenneth Miller 2/
Executive Secretary
Maryland Farm Bureau, Inc.

Mr. Thomas J. S. Waxter 5/
Director
State Department of Welfare

Dr. Perry F. Prather
Commissioner
State Department of Health

The Rev. Donzel C. Wildey 6/
Executive Secretary, Maryland-
Delaware Council of Churches

- 1/ Succeeded Mr. R. B. Kimble
2/ Succeeded Mr. C. E. Wise
3/ Represented by Mr. Paul E. Huffington, Director of Instruction
4/ Represented by Mrs. Margaret W. Kimble, Deputy Commissioner
5/ Deceased, 1962
6/ Also, represented by Mrs. R. O. Dulany

The Committee recognizes the cooperation and work of many people who met with the Committee, as follows:

Dr. Edward Davens, Deputy Commissioner, Department of Health

Mr. Olonzo P. Fike, Department of Health

Mr. D. L. B. Fringer (deceased), Department of Employment
Security

Mr. Oren B. Harrison, Department of Employment Security

Mr. William L. Hillman, Department of Employment Security

Rev. William H. Hughes, Catholic Rural Life Conference

Capt. Paul J. Randall, Maryland State Police

Miss Elizabeth G. Smith, Assistant Director, Department of
Public Welfare

Mr. Charles F. Yaeger, Jr., Department of Employment Security

BACKGROUND

Three streams of migrant labor in the United States progress from South to North and back to the South each year. One is on the Eastern Seaboard, from Florida to Maine and return; the second is in the Midwest, from Texas northward and return; the third is on the west coast from Arizona northward and return.

The problems of migrant labor have been increasingly in the public eye in recent years. President Eisenhower, through the Department of Labor, created the President's Committee on Migratory Labor August 26, 1954, to develop standards of housing, health, welfare, transportation and education, in cooperation with the states. Most of the states concerned have similar committees and have developed state standards.

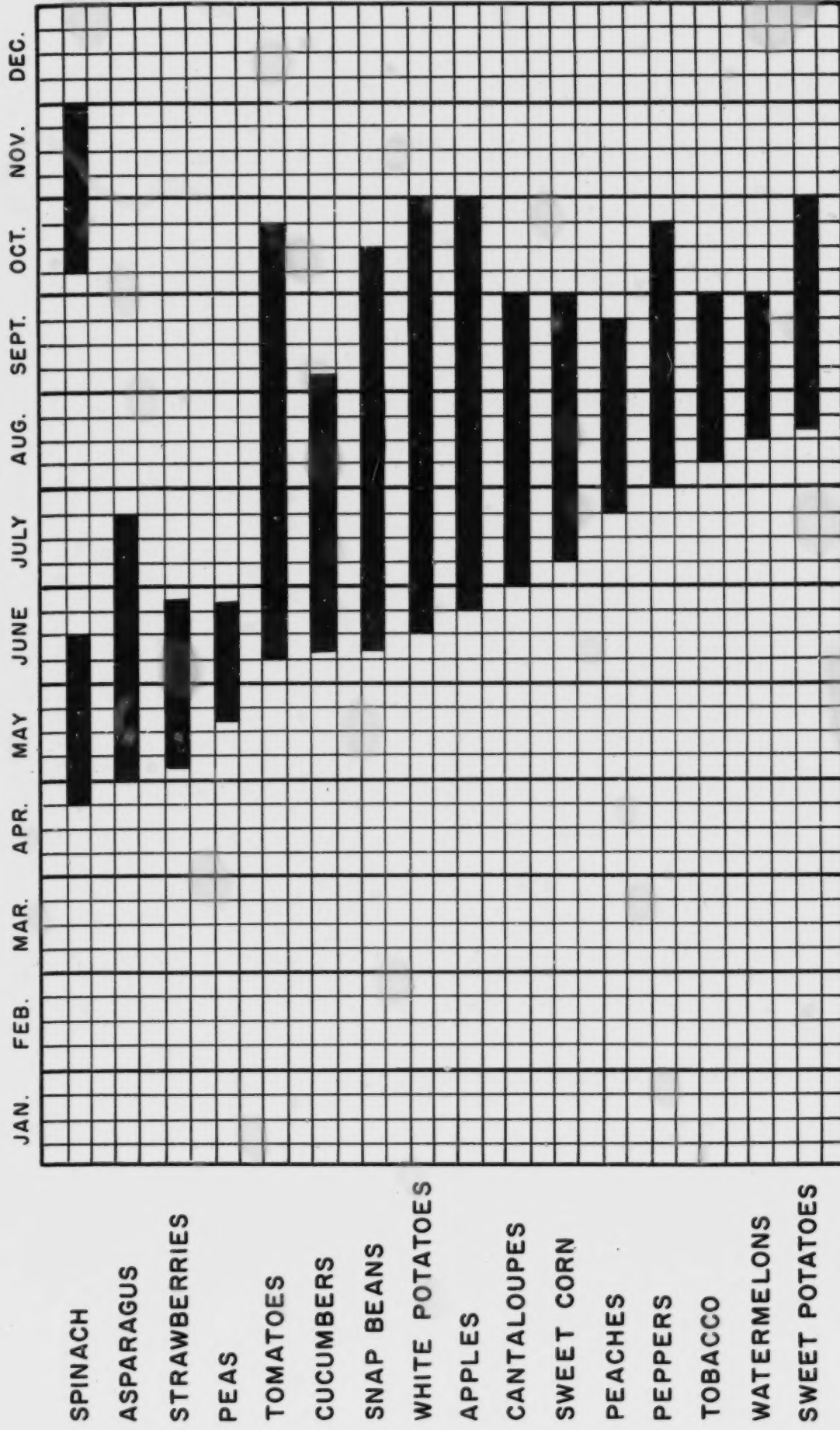
The General Assembly of Maryland in its 1959 session enacted Joint Resolution No. 9 creating a permanent committee to be appointed by Governor Tawes for the regulation and study of migratory labor in Maryland. The Committee reports of 1959, 1960 and 1961 delineated progress made in the development of standards for housing, and on study of the problems of health, education, welfare and emergency relief, and transportation.

One result of the work of the Governor's Committee has been the splendid relationship existing and the coordination achieved among representatives of all state agencies interested in migratory labor in the State of Maryland. This has been beneficial in terms of an efficient and smooth operation of the migratory labor program throughout the state.



New vs. Old Migrant Housing

APPROXIMATE HARVESTING SEASONS IN MARYLAND



HISTORY AND IMPORTANCE OF MIGRATORY LABOR

The vegetable and fruit industries of Maryland have long been dependent upon migratory labor^{/1} for the seasonal labor required in harvesting and processing operations. This labor force comes to the state in the spring or summer, is employed in various camps in Maryland and states to the north throughout the season, and migrates south following the harvest of late snap beans and sweet potatoes in the fall.

Most migrants come from Florida and other southern states (Table 1). They progress northward with the advancing season and maturing crops. Some are "specialists" and harvest only one crop, such as potatoes, in all the producing areas from Florida to Maine.

Most migrants are recruited, transported and managed by "crew leaders", who serve as their contact with employers. Some migrants come under their own power as "free wheelers". The latter was the general pattern in pre-World War II days, but this was altered by war-time shortages of automobiles, tires and gasoline.

Some migrants return each year to the same employers; most migrant labor is recruited by representatives of the Department of Employment Security. Some live in central camps owned and operated cooperatively by growers' associations; others camp on farms or at processing

^{/1} The terms, "migratory labor", "migrant labor", and "migrants", are synonymous and are used generically. The terms, "migrant" or "migrant laborer", refer to the individual worker who is a part of the labor stream.

plants. Most migrants are natives of the southern states, but some come from Puerto Rico or other off-shore islands.

During the peak period of harvest in 1962 over 10,000 seasonal workers were employed in Maryland. Approximately 4,700 of these were in crews migrating from other states.

In previous years crews would arrive, harvest a crop and move on to another state, making it necessary to bring in additional crews for the next crop. The Farm Labor staff of the State Department of Employment Security has attempted to persuade them to remain longer, and in the past three seasons there were fewer migrant workers (Tables 2, 3, 4), but they remained for longer periods of employment.

At the peak of the harvest some crews were undermanned, making it necessary to supplement the migrant crews with resident help (Table 5). Some crew leaders recruit local workers to supplement their crews, and some of the local workers move north with the crews for short periods.

Programs have been organized and supervised to help in transporting day workers from cities and towns to the farms. The Farm Labor staff has reported the transportation of as many as 6,000 workers on peak days. About two-thirds of these were employed on the Eastern Shore.

Numerous changes are occurring in Maryland agriculture that have a pronounced effect upon the labor movement. Among these changes are:

- (a) crop yields, crop prices and the resultant effect upon crop acreage;
- and (b) mechanization of tillage, thinning and harvesting procedures.

The culture and harvest of some crops, such as the grains and soybeans, have long been accomplished by mechanical means. As yields of these crops

have increased with improved practices, acreage has increased concomitantly. The soybean is an example, and with an expanding market prices have remained attractive to most farmers. So little labor is required in soybean production that a farmer may plant several hundred acres with only the help he keeps on a year-round basis.

Yields have also increased in many truck crops, and prices have remained reasonably steady. Most vegetable crops, however, are grown for processing and the market is limited by the capacity of the processors. As yields increase, production must remain reasonably constant, so acreage is usually reduced by contracting with only the most efficient growers. Most of the less efficient growers have made a transition to soybean production without difficulty. The acreage of field corn, soybeans, and vegetables and fruits for the twelve counties that have been the greatest users of migrant labor is shown in Table 6. The average acreage for the twelve counties in 1959 to 1961, compared to 1954, indicates that the increase in acreage of soybeans more than accounts for the combined decreases in acreage of field corn, vegetables and fruits.

To some extent, the reduction in vegetable crops reflects the problems in obtaining migrant help of satisfactory quality in the quantities needed, and the impending governmental controls over the use of migrant labor. The problems in obtaining the labor volume needed for some of these crops are of long standing and have given impetus to the development of machinery and materials to perform most tasks that have been performed manually. Data

shown in Table 7 reflect the approximate time required per acre for harvesting by hand and by machine.

The development of chemical herbicides has eliminated the need for large crews of workers in most weeding operations.

Snap bean harvesters and sweet corn pickers are now in general use. Growers are encouraged by the progress being made in developing a tomato harvester. A machine that will harvest cucumbers for pickles is nearly perfected and needs only the development of a variety specifically tailored for mechanical harvesting to obtain farmer acceptance. Work progresses in the development of machinery to harvest apples, cherries, blueberries and asparagus.

English peas and lima beans have long been harvested mechanically, and mechanical aids to harvest are commercially available for such crops as cabbage, broccoli, cauliflower, lettuce, carrots, beets, potatoes and sweet potatoes.

It is not possible to predict the ultimate effect of increased mechanization upon the need for migrant labor. It is possible the need will not be diminished and that the ultimate effect will be for greater acreages and for a rather constant supply of labor.

TABLE 1.
HOME STATES OF MIGRANTS EMPLOYED IN MARYLAND, 1960

<u>State</u>	<u>Number</u>
Florida	3839
Alabama	284
Virginia	89
North Carolina	34
Tennessee	50
Georgia	21
New York	51
Mississippi	19
Pennsylvania	23
South Carolina	31
Total	<u>4441</u>
Puerto Rico	186
Grand total	<u>4627</u>

TABLE 2.
NUMBER OF NATIVE AND PUERTO RICAN MIGRANTS EMPLOYED
IN MARYLAND, 1953 - 1962

<u>Year</u>	<u>Native Migrants</u>	<u>Puerto Ricans</u>	<u>Total</u>
1953	8124	396	8520
1954	7674	277	7951
1955	7402	214	7616
1956	6367	86	6453
1957	7270	257	7527
1958	8534	366	8900
1959	7453	406	7859
1960	4441	186	4627
1961	5612	239	5851
1962	4737	172	4909

Source: Maryland Department of Employment Security

TABLE 3
MIGRANT INFORMATION BY COUNTIES, 1962, MARYLAND

Counties	Number of Orders	Number Cancelled	Total Orders	Number of Crews	Total Number Workers	Average Size of Crew
Worcester	16	3	13	20	674	34
Somerset	8	0	8	26	924	35
Wicomico	13	4	9	8	193	24
Dorchester	33	8	25	40	1086	27
Caroline	20	3	17	19	464	24
Talbot	4	0	4	6	218	36
Kent	2	0	2	3	64	21
Baltimore	3	0	3	8	396	50
Frederick	3	0	3	3	324	108
Carroll	1	0	1	1	93	93
Washington	7	0	7	7	174	25
Harford	3	0	3	3	127	42
Calvert					47*	
Charles					22*	
Prince Georges					129*	
	<u>113</u>	<u>18</u>	<u>95</u>	<u>144</u>	<u>4935</u>	

Number of orders carried to Florida 98
Number of workers needed 4637
Number of workers recruited 4725

Total number of orders received 113
Total number of orders cancelled 18
Total number of orders for season 95
Total number of migrants in Maryland 4737

*From a different migrant stream than the
Florida-East Coast Stream

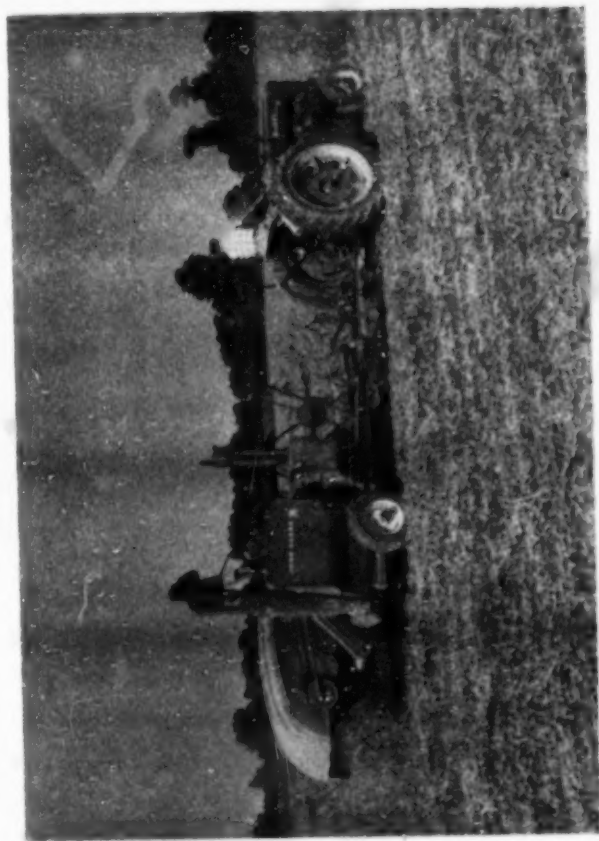
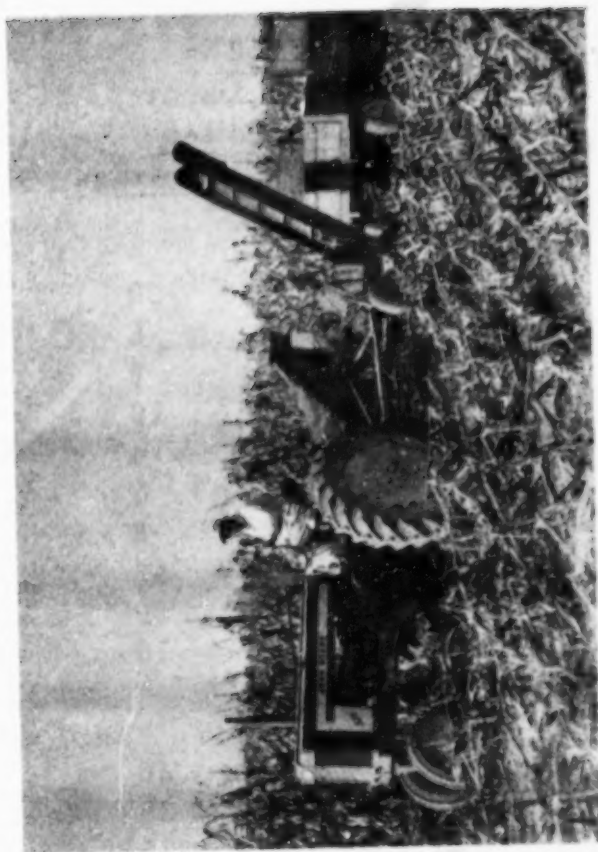
Source: Maryland Department of Employment
Security

TABLE 4.
NUMBER OF MIGRANTS, BY COUNTIES, 1959-62, MARYLAND

County	1959	1960	1961	1962	Increase or (Decrease) 1962 over 1959
Baltimore	185	139	409	396	211
Calvert	-	76	14	-	-
Caroline	1116	556	601	464	(652)
Carroll	126	116	142	93	(33)
Cecil	19	-	53	-	(19)
Dorchester	1184	778	931	1086	(98)
Frederick	472	345	355	324	(148)
Harford	242	137	122	127	(115)
Kent	412	182	291	64	(348)
Somerset	1579	997	1125	924	(655)
Talbot	212	138	216	218	6
Washington	302	176	255	174	(128)
Wicomico	570	333	281	193	(377)
Worcester	1392	900	817	674	(718)
Montgomery	48	-	-	-	(48)
St. Mary's	-	5	-	-	-
Totals	7859	4878	5612	4737	(3122)

39% decrease

Source: Maryland Department of Employment Security



Mechanical Harvesting

Table 5
MIGRANT CREWS THAT USED LOCAL LABOR, 1962

<u>Crew</u>	<u>Arrived</u>	<u>Left</u>	<u>No. Recruited</u>	<u>No. Arrived</u>	<u>Local Labor Recruited</u>	
					<u>Max.</u>	<u>Average</u>
<u>Somerset County</u>						
1	5/18	8/4	73	52	35	30
2	5/19	10/26	75	68	15	6
3	6/19	7/9	30	57	10	8
4	6/27	9/1	80	54	16	10
5	7/11	9/3	16	12	6	4
6	7/24	9/4	40	21	12	6
7	8/8	9/19	-	26	12	8
8	6/8	9/4	9	19	20	12
9	6/15	10/25	70	24	45	30
10	6/16	10/25	30	26	15	10
<u>Talbot County</u>						
11	6/20	9/10	-	49	35	20
12	7/20	9/22	-	22	30	25
13	7/24	9/22	25	15	25	25
14	7/13	9/22	75	14	14	14
<u>Caroline County</u>						
15	6/21	9/1	36	18	31	25
16	6/20	9/5	-	49	30	23
17	6/22	9/5	125	52	40	40
<u>Worcester County</u>						
18	7/2	9/25	-	29	5	5
19	7/3	9/3	60	25	15	10
20	6/26	10/25	70	30	15	15
21	6/13	9/17	-	40	10	5
22	6/18	9/3	30	29	25	15
23	6/23	10/25	16	14	10	6

(continued)

Table 5 (Continued)
MIGRANT CREWS THAT USED LOCAL LABOR, 1962

MIGRANT CREWS THAT USED LOCAL LABOR					Local Labor	
<u>Crew</u>	<u>Arrived</u>	<u>Left</u>	<u>No. Recruited</u>	<u>No. Arrived</u>	<u>Recruited</u>	
					<u>Max.</u>	<u>Average</u>
<u>Wicomico County</u>						
24	5/27	10/29	35	10	82	45
25	6/8	11/6	52	20	43	18
26	6/7	11/1	35	38	45	25
27	6/14	11/6	-	18	50	45
<u>Dorchester County</u>						
28	7/2	9/1	60	40	40	40
29	7/2	9/12	-	19	19	19
30	6/19	9/8	25	26	25	15
31	6/21	9/17	60	56	56	40
32	7/5	9/4	18	16	16	16
33	6/20	9/10	-	49	25	25
34	6/21	9/1	36	18	50	30
35	6/22	9/12	25	9	24	20
36	6/22	9/10	30	17	27	25
37	6/22	9/5	125	52	51	38
38	6/22	9/5	125	52	40	33
39	5/18	9/22	30	41	32	20



Tomato Harvest on the Eastern Shore

TABLE 6

**

Acreage of field corn, soybeans, and vegetables and fruits in 12 Maryland counties, 1959-61 average compared to 1954

County	Field Corn			Soybeans			Vegetables and Fruits		
	1954	Average 1959-61	% Change	1954	Average 1959-61	% Change	1954	Average* 1959, 61	% Change
	1,000	1,000		1,000	1,000		1,000	1,000	
Baltimore	17.3	15.4	-11.0	.2	.2	0	8.4	8.8	4.8
Carroll	36.2	37.8	4.4	.1	--	--	7.9	7.3	-7.6
Frederick	37.3	36.5	-2.1	.1	--	--	5.9	4.3	-27.1
Harford	18.9	18.7	-1.1	.1	.1	0	5.5	5.2	-5.5
Washington	30.5	28.0	-8.2	--	--	--	10.5	7.7	-26.7
5 W-Shore Counties	140.2	136.4	-2.7	.5	.3	-40.0	38.1	33.3	-12.6
Caroline	31.1	27.5	-11.6	17.0	33.7	98.2	9.7	8.4	-13.4
Dorchester	26.1	24.2	-7.3	38.7	46.7	20.7	9.2	11.0	19.6
Kent	36.9	37.5	1.6	2.3	8.2	256.5	6.3	7.0	11.1
Somerset	11.4	10.4	-8.8	12.1	19.0	57.0	6.6	6.1	-7.6
Talbot	31.2	35.1	12.5	11.1	16.7	50.5	5.1	3.9	-23.5
Wicomico	28.2	20.4	-27.7	20.7	46.0	122.2	17.5	11.1	-36.6
Worcester	33.3	29.3	-12.0	21.6	26.3	21.8	8.0	6.5	-18.8
7 E-Shore Counties	198.1	184.4	-6.9	123.5	196.6	59.2	62.4	54.0	-13.5
12 Counties	338.3	320.8	-5.2	124.0	196.9	58.8	100.5	87.3	-13.1
			(-17,500 A)			(72,900 A)			(-13,200 A)

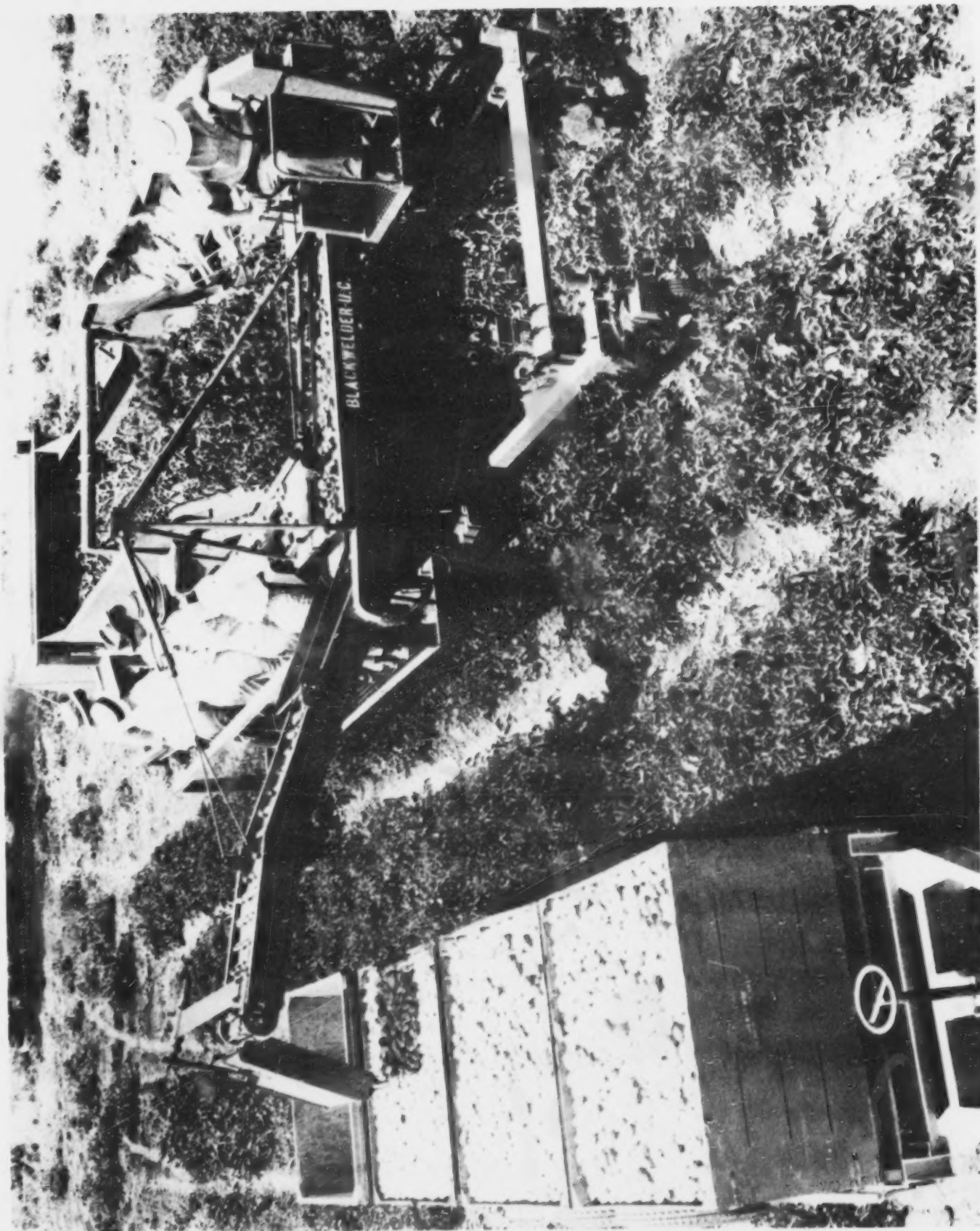
* 1960 Data not available by counties; includes estimated acreage of potatoes, sweet potatoes, apples and peaches for 1961.

** Field corn for all purposes.

TABLE 7.
APPROXIMATE LABOR REQUIREMENTS FOR HARVESTING CERTAIN
CROPS IN HOURS PER ACRE

	<u>Hand Harvesting</u>	<u>Mechanized Harvesting</u>
Barley	-	2
Cantaloupes	30	-
Corn for Silage	-	8
Corn for Grain	-	3
Cucumbers for Market	111	-
Cucumbers for Pickles	100	18
Grass Silage	-	2
Hay (3 cuttings)	-	12
Oats	-	2
Rye	-	2
Snap Beans	153	5
Soybeans for beans	-	2
Strawberries	613	-
Sweet Potato	58	-
Sweet Potato (incl. washing and packing)	80	-
Tobacco (harvesting and housing only)	43	-
Tobacco (stripping and grading)	108	-
Tomatoes	169	-
Watermelons - Charleston Gray	42	-
Watermelons - Sugar Baby	52	-
Wheat	-	2
White Potatoes	-	70

Source: Department of Agricultural Economics, University of Maryland



Skilled sorters ride the Blackwelder-U. C. Tomato Harvester as it works its way down the rows. Tomatoes are conveyed into these bulk bins at a rate of 10 to 12 1/2 tons per hour.



Eight-Row Cultivation Equipment



Seeding and Application of Chemical Herbicides

PROCEDURES IN STUDYING PROBLEMS OF MIGRATORY LABOR.

The Governor's Committee was appointed and organized in the late spring of 1959 and began its study of the problems of migratory labor in Maryland during June of that year. The work and study of the committee are accomplished by sub-committees, four of which were established in 1959, the fifth added in 1960.

These sub-committees are:

1. Housing and Sanitation
2. Health Services
3. Welfare and Emergency Relief
4. Transportation
5. Education

The reports of accomplishments and recommendations of these sub-committees are presented in this report.



Harvesting Barley

Sub-Committee on
HOUSING AND SANITATION

Several meetings of the sub-committee and of the Governor's Committee were held in 1959 in an effort to develop standards of housing and sanitation that would adequately assure the reasonable protection of the health of both the migrant and the local community.

On August 5, 1959, the Committee recommended adoption of the standards by the State Board of Health. Public hearings were held at Hurlock, Fruitland and Hagerstown in September by the Governor's Committee and the State Department of Health. Minor amendments were made and the State Board of Health adopted the regulations on October 30, 1959. The regulations were printed and distributed in January, 1960. A copy is contained in the Appendix.

A copy of the regulations and license application form were mailed to each camp operator known to the State Department of Employment Security and to the State Department of Health in January, 1960.

The State Department of Employment Security reports:

"Housing, inspected and approved, with regard to health regulations, was available for all migrant workers during the 1960 season. The facilities consisted mainly of private row-type one-room units, private camps and labor camps. In the western area, because of late harvesting and cool weather, growers employing migrant workers housed them in houses rather than camps in most instances. In general, the canneries have their own housing facilities on their grounds."

An evaluation of the permits issued or refused, camps improved, and migrants accommodated is given in Tables 8, 9 and 10. Employers recognize the need and value of the housing code and have cooperated very well. Good

progress was made in the improvement of conditions during the first year of operation under the code.

Since 1960, camp operators are advised to apply early for permits so that inspections may be completed in March. Migrant laborers are not referred by the State Employment Service to operators of unlicensed camps.

One of the awkward aspects of administering the housing regulations during 1960, was the variation in interpretation among county officials. Confusion resulted since the employers in the one county were quite aware of the interpretations in the other county, and since some employers had operations in both counties. Efforts were made toward clarification during 1961, and resulted in a more uniform interpretation of the housing regulations.

After the third year of experience under the migrant housing regulations, Mr. Olonzo P. Fike, Housing Hygiene Training Consultant, Maryland State Department of Health, reported:

"The problems of housing migrants are numerous and complex. Surveillance is necessary to insure the proper operation and maintenance of the camps. Inasmuch as the spring, summer, and fall seasons are times when the county health departments are burdened with peak loads of environmental problems, it is difficult to find enough time and personnel to adequately supervise the enforcement of migrant housing regulations. Many counties find it difficult to make more than one or two inspections of each camp.

"Even though this is true, much progress has been made and the Deputy State Health Officers and their sanitarians deserve commendation for a job well done. The enforcement tasks have been made easier in many ways through inter-agency cooperation.

"The number of migrant camps with annual permits has enlarged from 97 in 1960 to 128 in 1962, an increase of 31 per cent. Also, the number of migrants accommodated has increased from 4,903 in 1960 to 5,459 in 1962. Three new camps have been provided during the 1962 season, and three others have been rebuilt.

"Fewer water supplies and sewerage systems have been improved during the season due to the fact that improvements had been made in prior seasons.

"Improvements noted this year include the following:

1. Improved fire escapes and means of egress for emergency use.
2. More effective weed control around the premises.
3. Improved kitchen facilities.
4. Screening of camp buildings against flies and mosquitoes.
5. Some air conditioning installed.
6. New food preparation areas.
7. Some camps were provided with hot and cold running water in food areas.
8. Marked improvement in food handling methods.
9. Increased awareness on the part of camp owners of the value of having healthy workers.
10. Better organization of some camps and closer cooperation on the part of some camp owners and operators in camp supervision.

"The following are some of the problems noted:

1. Instances of lack of supervision of the migrants in the camps and failure on the part of some operators to correct unsanitary conditions reported.
2. Lack of running water in areas where needed, and inadequacy of supply in some localities.

3. In many cases a need for crew leaders to assume more responsibility for the sanitation of camps.
4. Need for more cooperation by the migrants in helping to maintain order and cleanliness.
5. Problem of 'drifters' or 'free wheelers' who move in and out of the counties. Many of these people have little regard for regulations or public health requirements. There is a need for better cooperation on the part of employers of this type of labor.
6. Better methods are needed to motivate migrants to assume more responsibility for self-improvement."

Health Education

The Migrant Ministry of Frederick County has had a very interesting program in 1962. Early in the season the Luther League of America brought in a group of young people to the Araby Camp (Worthington Farms) to assist in a worship and recreation program.

At the request of the Frederick County Migrant Ministry Steering Committee, Mr. Thomas E. Roberson (Health Education Consultant, Migrant Health Section, Division of Community Health Services, PHS-DHEW) explored ways of conducting health education activities among migrant agricultural workers and their families. He spent twelve days in Frederick County and subsequently reported to the Steering Committee. The following highlights his report:

Mr. Roberson found the County Health and Welfare agencies interested in developing a health education program that would, first, motivate migrants to want better health standards; and second, establish more effective

communication between migrants and the agencies concerned.

He urged that there be careful planning, considering educational, sociological, economical, and cultural conditions of the migrants; and involving the community, migrants, crew leaders, and growers. It was stressed that the program be developed and coordinated with the County public health program.

It was suggested that the various groups and organizations be coordinated and informed of activities and actions affecting the health and welfare of migrants.

TABLE 8
SUMMARY OF MIGRANT LABOR CAMP PERMITS
AND IMPROVEMENTS, 1960

<u>County</u>	<u>Temporary Permits Issued</u> *	<u>Annual Permits Issued</u>	<u>Camps Refused Permits</u>	<u>Migrants Accommo- dated</u>	<u>Water Supplies Improved</u> **	<u>Sewerage Systems Improved</u> **
Baltimore	-	3	-	106	-	-
Calvert	1	2	-	40	2	2
Carroll	1	2	-	111	-	-
Caroline	1	17	5	538	15	13
Dorchester	30	30	10	1200	30	30
Frederick	-	-	3	246	1	1
Harford	-	-	-	200	1	4
Kent	-	7	-	178	3	6
Montgomery	-	1	-	12	-	-
Pr. Georges	-	2	-	41	-	-
Somerset	4	10	2	767	9	10
Talbot	1	2	-	63	1	2
Washington	3	3	2	289	3	5
Wicomico	5	6	-	225	11	10
Worcester	<u>16</u>	<u>12</u>	<u>7</u>	<u>887</u>	<u>10</u>	<u>9</u>
Total	62	97	29	4903	86	92

* Most camps that were granted a temporary permit met the requirements for a final approval for the annual permit.

** No camp was to be granted a temporary or an annual permit without first meeting the requirements for an approved water supply and sewerage disposal system.

Source: Maryland State Department of Health, Bureau of Environmental Hygiene

TABLE 9
SUMMARY OF MIGRANT LABOR CAMP PERMITS
AND IMPROVEMENTS, 1961

<u>County</u>	<u>Temporary Permits</u>	<u>Annual Permits</u>	<u>Camps Refused Permits</u>	<u>Camp Capacity</u>	<u>Water Supplies Improved</u>	<u>Sewerage Systems Improved</u>
Baltimore	-	3	-	270	-	1
Calvert	-	2	-	40	-	-
Caroline	-	23	3	600	1	6
Carroll	-	3	-	105	-	-
Cecil	3	-	-	50	-	-
Charles	-	-	16	-	-	-
Dorchester	-	31	-	1200	-	-
Frederick	2	2	-	400	-	-
Harford	-	5	-	175	5	1
Kent	-	7	-	366	-	2
Montgomery	-	1	-	9	-	-
Pr. George's	-	5	-	22	1	1
Queen Anne's	3	-	-	80	-	3
St. Mary's	-	1	-	10	1	1
Somerset	-	2	2	820	2	2
Talbot	-	4	-	300	1	1
Washington	2	8	-	345	1	2
Wicomico	-	6	5	300	9	11
Worcester	<u>4</u>	<u>15</u>	<u>-</u>	<u>690</u>	<u>3</u>	<u>4</u>
Totals	14	118	26	5782	24	35

Source: Maryland State Department of Health, Bureau of Environmental Hygiene

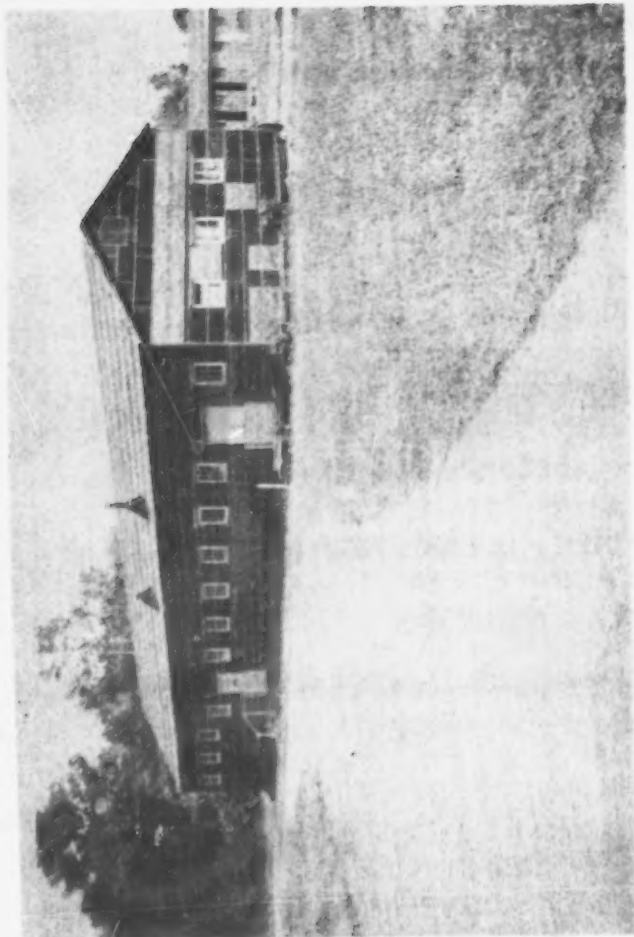
TABLE 10
SUMMARY OF MIGRANT LABOR CAMP PERMITS AND IMPROVEMENTS, 1962

County	Temporary Permits Issued	Annual Permits Issued	Camps Refused Permits	Migrants Accommo- dated	New Camps Built	Water Supplies Improved	Sewerage Systems Improved
Baltimore	-	4	-	300	-	-	1
Calvert	-	4	-	58	2	2	2
Carroll	-	3	-	102	-	1	-
Cecil	-	1	3	87	-	1	-
Caroline	1	19	2	648	-	-	-
Charles	-	1	-	14	-	1	1
Dorchester	13	34	2*	1321	-	12	8
Frederick	-	4	1**	250	-	-	-
Harford	-	4	-	100	-	-	-
Kent	-	5	-	195	-	-	-
Montgomery	-	1	-	8	-	-	-
Pr. George's	-	5	-	212	-	4	3
Queen Anne's	3	-	-	65	-	-	-
Somerset	2	8	1	658	-	-	-
Talbot	-	4	-	210	-	-	-
Washington	1	8	1	337	-	-	-
Wicomico	-	9	3	238	-	-	-
Worcester	-	14	1	656	1	-	-
Total	20	128	14	5459	3	21	15

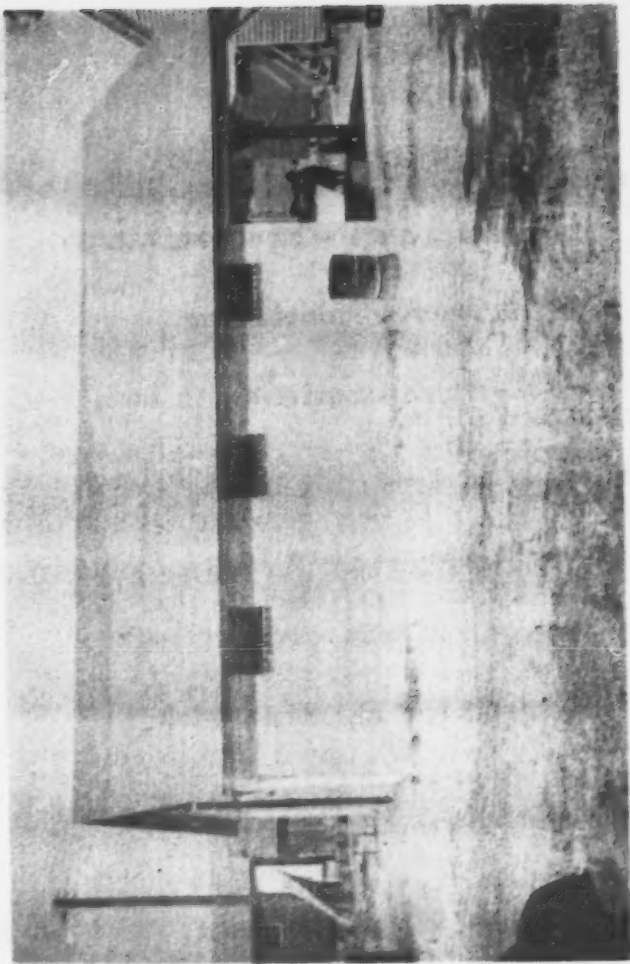
* Court Action taken - later licensed.

** Camp closed by action of Health Department for violation of Section 2.05 of Regulations - Camp relicensed with new crew leader.

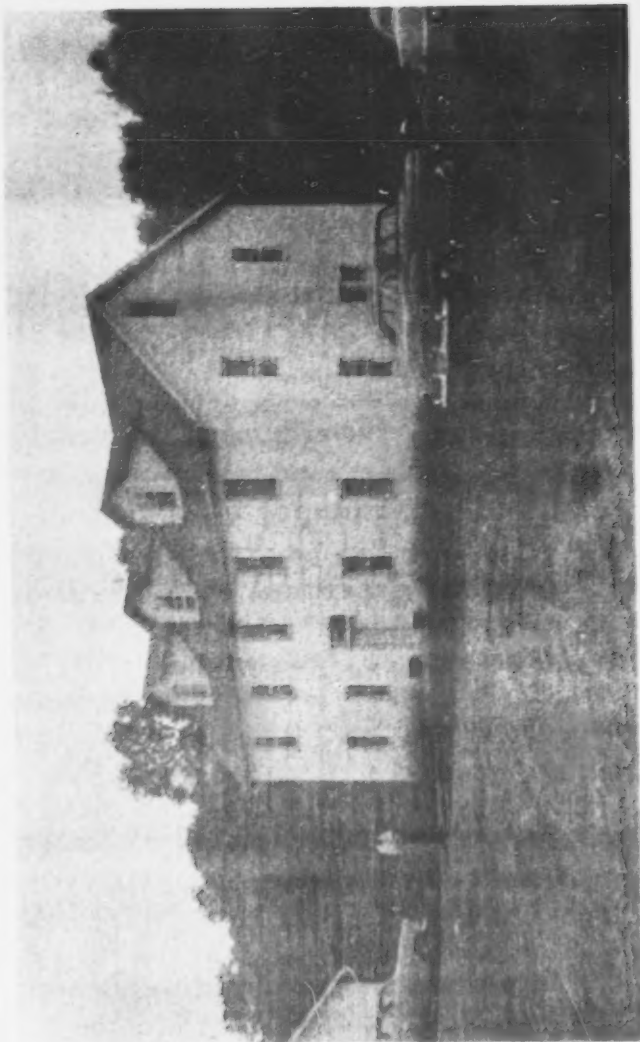
Source: Maryland State Department of Health, Bureau of Environmental Hygiene.



Recreation hall, public camp, Somerset County



Wash room and lavatories, private camp, Somerset County



Private camp, orchardist, Western Maryland

Sub-Committee on
HEALTH SERVICES

Local Health Department services and clinics - maternal and child health (such as prenatal, well baby clinics), V. D., chest, etc. - are available to migrant workers temporarily located in the state. However, obtaining better utilization of local health services by migrant workers continues to be a problem.

In some counties nurses have arranged private medical care for migratory workers; have promoted good child hygiene via direct contact with migratory workers; and medical social workers arranged for children with defects to be cared for privately or through the public health clinics and the State Crippled Children's Program.

Occasionally local health departments have arranged intensive hospital care and ambulance transportation, etc., for migratory workers. In some instances emergency medical care cards have been issued under the Home and Office Medical Care Program.

Tuberculosis patients who are infectious are immediately admitted to one of the Department's tuberculosis hospitals and later transferred to a hospital in the state of residence when this can be established.

Still unsolved is the problem in respect to residency requirements for payment of in-patient hospitalization and eligibility for the Hospital In-Patient Program for non-resident migrants.

The problem of health or hospitalization insurance was thoroughly investigated. The transient nature of the migrants makes this type of insurance quite unattractive to insuring companies. One company is insuring migrants in two southwestern states but does not seem interested in the eastern stream. Another company has a pilot-plant project under way in Florida but this does not seem applicable to migrants in Maryland unless they come from Florida with the insurance.

One large company suggested the only appropriate solution would be for the Federal Government to provide some form of insurance for those in the migrant stream.

At the East Coast Migratory Labor Conference in October, 1962, Maryland representatives proposed that the appropriate agency of the U. S. Department of Health, Education, and Welfare study the problem. This was subsequently adopted by the Conference as a resolution, as follows:

"That the Department of Health, Education, and Welfare should study the problem of hospitalization insurance of the migrant and make appropriate recommendations to the states."

Sub-Committee on
WELFARE AND EMERGENCY RELIEF

When the Governor's Committee toured migrant labor camps of the Eastern Shore during the summer of 1959, the problem of emergency relief was dramatic. A drought of several days had preceded the tour, retarding crop development and resulting in enforced idleness and no income for the workers. On the day of the tour, excessive rainfall flooded crops in the fields to the extent that harvesting was delayed an additional eight days.

Those workers interviewed indicated no backlog of savings; very little credit for food at nearby stores; dismal prospects for work in the immediate community; and no jobs for the immediate future in Pennsylvania or New York, which were to be their next locations.

Two actions were taken by the Committee:

1. Appointed a sub-committee to explore availability of immediate relief through the Red Cross and the Council of Churches.
2. Appointed a standing sub-committee to study the problem and, hopefully, to recommend appropriate means of obtaining relief, in case of need in the future.

The Governor's Committee recognizes the help and assistance migrants received during the trying times of 1959, both from the Red Cross and the Council of Churches, and from the extension of credit given by local store owners.

Since 1959, crop yields and continuity of harvesting operations have been good and there has been no outstanding need for emergency relief for migrants.

The principal question confronting the sub-committee and the Governor's Committee is the interpretation of the laws regarding establishment of residence before assistance can be offered. The possibility under existing laws of equal assistance for limited periods by the state and the local unit of government, as well as other possibilities, needs further investigation.



Mechanical Snap Bean Harvesting

Sub-Committee on
TRANSPORTATION

The report of the Sub-Committee on Transportation, under the chairmanship of Colonel Carey Jarman, is reproduced in total, as follows:

In years past, Maryland law enforcement agencies have been confronted by only one outstanding and recurring incident involving migrant transportation. Numerous complaints from owners of commercial hire vehicles were being received; they objected to migrant transporters using their trucks, in which they had transported laborers from the South, in the additional operation of hauling crops to be canneries on out-of-state registration. This problem was finally resolved by the adoption of Section 57, Sub-Section D, Article 66 1/2 of the Motor Vehicle Laws of Maryland. Briefly, this law exempts the transporter from complying with Section 59 of the same article for a period of 90 days while engaged in seasonal crop hauling in Maryland. However, he is restricted from hauling further than 35 miles from the point of pickup. To qualify under this section, the transporter must make application to the Maryland Department of Motor Vehicles for an exemption permit. In turn, the DMV calls upon the Superintendent of Maryland State Police to certify the application. In his consideration, the Superintendent shall demand proof of insurance and may require a certificate of inspection of the mechanism of the applicant's vehicle and equipment.

The objectives of this Sub-Committee are:

1. To develop state standards.
2. To study applicability of I. C. C. regulations and Maryland Traffic laws.
3. Registry, permits, identification certificates.

While we have not compiled statistical information as such, with regard to migrant transportation, a review of the past several years draws the conclusion that of the vast numbers of migrant transporters who have annually come to this area, they have contributed very negligibly to the accident picture. Of the accidents, only a very minor number could be attributed to the condition of the vehicle. Generally speaking, both equipment and moving violations have not been found to be over and above what would normally be expected for a migrant movement.

In an effort to ascertain the attitude of our neighboring State of Delaware with regard to the problem, Captain Leo Daney, Traffic Operations Officer for the Delaware State Police, was consulted. With

particular reference to the transportation aspect, he states that whereas Delaware has a committee on Migratory Labor, no transportation standards whatsoever have been developed. They place any further responsibility upon the Interstate Commerce Commission, as they are of the opinion that their state motor vehicle regulations are sufficient. As a matter of cooperation, they forward the I. C. C. essential information concerning any and all state violations involving the vehicles of migrant transporters. Capt. Daney maintains that generally there are very few violations attributed to the migrant transporter, although he acknowledges that his state's volume of migrant traffic is considerably under that of Maryland.

With reference to such vehicular restrictions as seating capacity, body enclosures, and other safety requirements, these are detailed in the I. C. C.'s "Motor Carrier Safety Regulations", applicable to carriers of migrant workers. Generally, these requirements are more stringent than our own state laws. Certainly, the state should not legislate beyond these regulations; to do so would be contributing to the "drying up" of the migrant movement. Also, to legislate specifically against the migrant transporter would amount to class distinction.

Insofar as intra-state operation is concerned, it would appear that our present laws are both adequate and sufficient.

With reference to objective No. 3, it is felt that Section 57, Sub-Section D as aforementioned, deals with this situation adequately. In addition, I. C. C. regulations further require the carrying of a doctor's certificate attesting to the completion of a physical examination within the past three years. And, of course, the State of Maryland requires a valid chauffeur's license and registration card, as well as an insurance certificate.

In summary, the following points are emphasized:

That while in transit, interstate, the migrant transporter, his vehicle, and passengers are primarily an Interstate Commerce Commission problem. This, the Commission controls through their "Motor Carrier Safety Regulations".

That upon arrival in Maryland, and while functioning intra-state, they are subject to both I. C. C. and Maryland motor vehicle laws, which, as stated, are thought to be sufficient.

Recommendation: The policy followed by the State of Delaware could be adopted, whereby Maryland would forward to the nearest I. C. C. representative, basic information concerning both equipment and moving violations on the part of the migrant transporter.

Such a procedure would serve a two-fold purpose in that when a violation of the state law is committed, it is in effect a violation of the I. C. C. Law. Furthermore, this procedure would serve to provide the I. C. C. with possible identities of unregistered migrant transporters with the Commission.

From information immediately available, there do not appear to be any Maryland transporters of migrants, interstate.

To depart from the specific matter of transportation, although there is an indirect relationship between the topics, should an occasion ever arise which may necessitate the establishment of check points on the Delmarva Peninsula in order to thwart the spreading of an epidemic, etc., involving migrants, this could be accomplished at the following locations:

The Chesapeake Bay Bridge, U.S. Route 50
The Chesapeake City Bridge, U.S. Route 213
The Summit Bridge, U.S. Route 301, over the Delaware Canal
St. George's Bridge, U.S. Route 13, over Delaware Canal
The Kiptopeke Ferry Terminal, Kiptopeke, Virginia

In conclusion it is the consensus that insofar as the migrant transportation movement is concerned, we have been unable to develop any tangible problems requiring standards or laws other than those presently in existence. Mr. Paul Lowry of the Interstate Commerce Commission, Salisbury, expresses the opinion that both Federal and State laws supplement one another effectively with, of course, the Federal law being applied where the state law is of less severity.

Sub-Committee on
EDUCATION

In the first annual report of the Governor's Committee on Migratory Labor, it was reported that,

"Improvement in the lot of the migrant workers must in the final analysis come largely through educational procedures . . .

"There is some evidence through testimony of the migrants themselves that they like the life they lead. Consequently, changes in standards and practices must come slowly in order to gain acceptance by the migrants as well as the employers."

The Sub-Committee on Education has presented recommendations to the Governor's Committee that focus thought on the following matters:

1. Damage to housing provided for migrants, and how the damage might be minimized;
2. Development of building plans for suitable housing;
3. Early inspection of labor camps;
4. Improvement of the attitude of local residents toward the migrants;
5. Demonstrations of improving practices in cookery, clothing, financial management, etc.;
6. Educational opportunities for children of migrant laborers in late spring and early fall;
7. Educational and recreational work with children of migrants during the summer; and
8. Possibility of expansion of the child care centers.

Two child care centers are operated in Maryland. The center at Hurlock is the oldest in the nation, and the center at Westover was

inaugurated in 1959. The centers are administered by the Maryland-Delaware Council of Churches with the assistance and support of local volunteers, the National Council of Churches, and the U.S. Children's Bureau through the Maryland Department of Welfare. The sub-committee suggests that the interest and support of other groups should be enlisted.

Cleanliness

Mr. O. B. Harrison and Mr. William L. Hillman of the Department of Employment Security surveyed camps during the summer of 1962 to determine what had been done and what ideas were in use in an effort to maintain better sanitation and to promote respect by migrants of the housing provided.

They reported that the farmers and camp operators have themselves taken more interest in the migrants' housing and have worked with the crew leaders on these problems. In addition, the crew leaders have indicated an interest in better housing and sanitation, and in some cases are making individual workers pay for deliberate damage or destruction of property, and are giving closer supervision to cleanliness of the camp so that trash is not permitted to accumulate.

One instance was reported wherein a farmer withholds a percentage of the wages for the first four weeks to purchase blankets, cots, mattresses and dishes. When the crew leaves, the money is refunded if the articles are returned in good condition.



This day care center provided a high standard of care for a group of about twenty young children while their mothers worked in the fields.

Tobacco Harvest

Early in 1961 a great deal of interest developed in Southern Maryland in the prospective use of migratory labor for harvest of tobacco. To make possible the operation of such a program later in the year and especially to facilitate the development of housing facilities, representatives of the Cooperative Extension Service and of the Department of Employment Security spearheaded a movement that resulted in the organization of Farm Labor Cooperative Associations in the counties of Southern Maryland.

Representatives of the University of Maryland Department of Agricultural Economics aided in developing tentative articles of incorporation, by-laws, and similar documents necessary in the formation of cooperative associations organized under the Maryland Cooperative Law.

In the counties the several county agents took the initiative in having prospective groups of cooperative employers of migratory labor take the necessary organizational procedure. Steps were taken in each of the counties of Southern Maryland to develop cooperative associations authorized to develop cooperative housing and other aspects of the program.

Public Schools

With the decreasing number of migrants entering Maryland each year there has been a concomitant decrease in the number of school-age migrant youth. Changes in the agricultural patterns have resulted in no

migrant youth entering the state before the end of the school year. The number of children enrolling in schools during the early fall months has decreased measurably over the years, so that 1961-1962 enrollments included only 188 migrant children in the state, with only five counties enrolling as many as ten children. The county with the highest enrollment of migrant children totaled only fifty-one.

County educational authorities feel no acute need for special school programs during the summer for children of migrants, since the residence of any specific group is quite short and because of the decline in numbers. County authorities are emphasizing that children of migrants be enrolled in regular school terms if they are in the state while school is in session. Public school officials are to be congratulated for making school facilities available to migrant children, and for transmitting records to the next school when the children leave for their next stay, usually in Florida.

Youth Work

Mrs. Omega M. Jones, Assistant Home Demonstration Agent in Somerset County, instituted 4-H work with youth of migrant families in 1961. This work was continued in 1962. Her report follows:

"Sixteen eager girls had cherished the thought all winter that their return to the Westover Labor Camp also meant returning to 4-H. In 1961 while in Somerset County these migrant youth were exposed for the first time to the fun and learning experiences offered by 4-H. As the Assistant Home Demonstration Agent in the county and coordinator of the project, I wondered if their interest would continue. How far reaching was the influence of this effort?

"It was delightful to find upon my arrival at camp this year that the girls recognized me and the familiar aged, green car. They were glowing with anticipation and suggested an early date for the first meeting. I was reminded of my promise of 1961 - organization of our own 4-H Club.

"It was disappointing not to find some of the previous participants, but rewarding to meet Mrs. Doris Belamy and Mrs. Lorther Mosely, migrant mothers interested in what had been done and who promised to meet with the girls. Mrs. Belamy served as a very capable leader working directly with the girls during the brief weeks the club was active.

"On July 18 Westover's first 4-H Labor Camp Club was organized. The usual slate of officers was elected. The girls selected the name 'Orange Jets' to identify themselves with their home state of Florida. It was decided that the Orange Jets 4-H Club would be conducted in the same manner as other 4-H Clubs in the county. Local leaders would receive training from the agent, assume responsibility for distribution of materials and give direct assistance to the girls.

"Thanks is given to Mrs. Marie Logan Handy, Director of the Child Care Center at Westover, for her cooperation in allowing the Orange Jets to meet in the cheerful surroundings of the Child Care Center.

"Eight older girls selected clothing for their project. They were given fabric, patterns and thread donated through the Council of Churches. The younger girls worked with preparation of simple milk drinks.

"I visited the camp only seven times this year, considerably less often than was necessary in 1961. Our training conference with Mrs. Belamy assured me of her potential as a clothing project leader. Her skill in handling fabric and basic knowledge of construction were primary factors in the success of the project. The results were most rewarding. Five blouses and three aprons were completed. The migrant leader also made an overblouse which she wore to my office on her final visit. The limited time factor prevented the usual dress revue.

"I felt that Mrs. Belamy deserved a bonus for her reliability and initiative in rendering assistance. This gift was also a challenge - yard goods appropriately selected in color and texture for her. She was to use the fabric in making a garment for herself and, as a follow through, return a picture of herself in the completed outfit.

"It was with this gleeful parting that the 1962 Orange Jets 4-H Club came to a close.

"Of course, there is much unfinished business in the Orange Jets 4-H Club. Many of the girls will not return to this area again, but there will be others. It is hoped that the girls already reached will inspire others to look forward with pleasure to wholesome experiences in 4-H wherever they may be.

"Mrs. Belamy moved from Westover Labor Camp to New York State early in August. She has written a letter of appreciation for Extension Service. 'I want you to know', wrote the leader, 'that your



Migrant 4-H Girls Learn to Sew

assistance and kindness are very much appreciated and never will be forgotten. I know that through your good works, some one will be helped as I was.'

"The opportunity to listen to and understand young girls' yearning ambitions concerning their future was revealing. Also the joy the migrant leader manifested in her new role was rewarding.

"Several girls who had journeyed this way to earn money for college expressed a desire for a higher level of living. This points up the need for assistance in career exploration and aid in the solution of other problems that have served to keep this group in the migrant stream. The challenge of developing leadership within the migrant group still remains. Extension Service can contribute much in helping to meet this challenge."



Chairman of Migratory Labor Committee and associates inspect living conditions in new labor camps.

APPENDIX

**MARYLAND STATE DEPARTMENT OF HEALTH
301 W. PRESTON STREET
BALTIMORE 1, MARYLAND**

**Regulations Governing Construction, Equipment,
Sanitation, Operation, and Maintenance of Migrant
Labor Camps**

Pursuant to authority conferred upon the State Board of Health by Sections 2 and 388, Article 43, Annotated Code of Maryland (1957 Ed.), the following regulations governing the character and location of plumbing, drainage, water supply, disposal of sewage, garbage or other waste material, and the operation and maintenance of migrant labor camps are hereby established as minimum requirements of the State Board of Health.

SECTION 1. Definitions

- 1.01 Approving Authority** means the Deputy State Health Officer or his duly authorized representative.
- 1.02 Camp Operator** means the person who has charge, care, or control of a camp which houses migrant workers as defined herein, and has been granted a permit in accordance with these regulations to operate a camp. (See Item 1.07).
- 1.03 Garbage** means all putrescible animal and vegetable wastes resulting from the handling, preparation, cooking, and consumption of food at a camp.
- 1.04 Habitable Room** means a room or enclosed floor space used or intended to be used for living, sleeping, cooking, or eating purposes, excluding bathrooms, water closet compartments, privies, laundries, pantries, foyers, or communicating corridors, closets and storage spaces.
- 1.05 Migrant Labor Camp**, hereinafter referred to as "camp", means and includes one or more structures, buildings, tents, barracks, trailers, vehicles, converted buildings, and unconventional enclosure of living spaces, together with the land appertaining thereto, established, operated or used as living quarters for seasonal or temporary workers engaged in agricultural activities, including related food processing.
- 1.06 Migrant worker** means any person from within or outside the State who passes seasonally from one place to another

for the purpose of employment, and who is not a year round employee, and who occupies living quarters other than his permanent home during the period of such work.

- 1.07 **Person** means and includes an individual or group of individuals, firm, association, partnership or corporation.
- 1.08 **Plumbing** means and includes all of the following supplied facilities and equipment: water pipes, waste pipes, drains, vents, water closets, sinks, lavatories, bathtubs, shower baths, laundry trays or tubs, garbage disposal units, installed dishwashers, installed clothes washing machines, catch basins, gas pipes, gas-burning equipment, and any other similar supplied fixtures, together, with all connections to water systems, sewerage systems or gas lines.
- 1.09 **Refuse** means all putrescible and nonputrescible solid waste except human body wastes, including garbage, rubbish and ashes.
- 1.10 **Sanitary landfill** means the controlled dumping of refuse on land, compaction of this refuse into the smallest practicable volume, and then the covering of it daily with an appropriate amount of earth.
- 1.11 **Shelter** means any building of one or more rooms, tent, railroad car, trailer, or any other enclosure used for sleeping or living quarters at a camp.
- 1.12 **Toilet facilities** mean water closets, privies, urinals, chemical toilets, and the rooms provided for installation of these units.
- 1.13 **Sewage** shall mean all human excreta, laundry wash water, kitchen sink waste, shower, bath and lavatory wash water, or the water carried waste from any other fixture or equipment or machine.
- 1.14 **Sewerage** means a system of sewers and appurtenances for the collection, transportation, and disposal of sewage.

SECTION 2. Administration

2.01 Notice of Construction of Camp

Each person who is planning to construct, remodel, or enlarge for occupancy or use, a camp or any portion or facility thereof, or to convert a property for use or occupancy as a camp shall give notice in writing of his intent to do

so to the Approving Authority of the county in which the camp is located at least 15 days before the date of beginning such construction, remodeling, enlargement or conversion. The notice shall give the name of the city, village, or town and the county in which the property is located, the location of the property within that area, a brief description of the proposed construction, remodeling, enlargement or conversion, and the name and mailing address of the person giving the notice and his telephone number, if any. Upon receipt of such notice, the Approving Authority, shall forward a copy of the regulations to the applicant.

2.02 Permit Requirements

Each person now operating or intending to construct and operate a camp or camps, shall be required to make application for a valid permit for the operation of each camp. Application for such permit shall be made to the Approving Authority in writing on a form and in a manner prescribed by the said Approving Authority, at least 15 days before the proposed opening of each camp. A separate application shall be submitted for each camp site operated by the same operator or by different operators. A separate permit shall be issued annually for each such camp. If, after inspection, the Approving Authority finds that the camp or the proposed operation thereof conforms, or will conform, to the minimum standards required by these regulations he shall issue a permit for the operation of the camp. This permit shall not be transferable and shall expire on December 31 following the date of issue. No camp shall be operated without a permit. In the event that the Approving Authority shall find that the camp does not, or the proposed operations thereof will not, comply with the requirements of these regulations, and the operation of the camp will not create an imminent danger to the public health and safety, the Approving Authority may grant a provisional permit to operate such a camp upon such terms, requirements, or conditions as the Approving Authority may determine until the requirements of these regulations are fully complied with, provided, however, that the term of such provisional permit shall not exceed fifteen (15) days and shall not be renewable.

2.03 Revocation

Revocation of the permit may be made at any time for failure to comply with said rules and regulations after a hearing before the Approving Authority. A written notice shall be given to the camp operator of the intent to hold a hearing and the charges prompting the hearing on revocation shall be stated in the notice. The operator has the right of appeal to the State Board of Health.

A new permit shall not be issued until the Approving Authority is satisfied that the camp will be operated in compliance with the rules and regulations as set forth herein.

2.04 Responsibility of Camp Operator

The camp operator, as defined in these regulations, shall be responsible for complying with all statutory requirements and regulations relating to camps and with all conditions stated in the permit issued to him under these regulations. The camp operator or his agent shall at least once a week inspect the camp grounds, structures, toilets, showers, laundry, mess hall, kitchen or any other facilities of the camp and see that each is maintained in a clean and orderly condition and that broken or damaged elements are promptly repaired. All suspected cases of communicable disease occurring in the camp shall be immediately reported to the County Health Department and the provisions of the Communicable Disease Regulations of the State Board of Health shall be followed.

2.05 Responsibility of Occupants

Every employee and occupant of a camp shall use the sanitary and other facilities furnished for his convenience and shall comply with all applicable camp regulations which may concern or affect his conduct. Every occupant of a camp shall keep in a clean and sanitary condition that part of the camp and premises which he occupies. Every occupant of a camp shall dispose of all his rubbish and garbage in a clean and sanitary manner by placing it in containers required by Subsection 4.09 of Section 4 of these regulations.

SECTION 3. Camp Site Requirements

3.01 Camp Area

No camp shall be located in swamps or marshes or subject to drainage from barnyards, outdoor toilets or other sources of filth. Each camp shall provide suitable space for recreation. The camp grounds shall be maintained in a clean, safe and sanitary condition at all times. When the camp is vacated or closed for the season all garbage, rubbish and other refuse shall be collected and disposed of as required by Subsection 4.09 of Section 4 of these regulations. Camp grounds, buildings and facilities shall be left in a clean and sanitary condition. All new camp sites hereafter selected shall be located on well-drained ground, free from depressions in which water may accumulate.

SECTION 4. Housing Requirements

4.01 Water Supply

An adequate and convenient supply of uncontaminated water which meets the standards of the State Board of Health shall be available at all times in each camp for drinking, cooking, bathing, and laundry purposes. The location of water supply outlets shall be not more than 200 feet from any dwelling unit.

No pitcher pumps shall be permitted.

No common drinking cups or common towels (Sections 229 and 243, Article 43) shall be provided. If drinking fountains are provided they shall be of sanitary design and construction and shall be kept clean. When wells or springs are used as source of camp water supply they shall be constructed and protected as required by the Regulations of the State Board of Health.

4.02 Toilet, Laundry and Bath Facilities

4.02.1 Toilets:

Separate toilet rooms containing water closets, chemical toilets or privies shall be provided for each sex and shall be distinctly marked for "men" and for "women" in English and the native language of the persons occupying the camp. If the facilities for each sex are in the same building they shall be separated by solid walls or partitions extending from the floor to the roof or ceiling. The minimum number of water closets, chemical toilets or

privy seats shall be one such unit for each 20 persons. Wherever pit privies or chemical toilets are used they shall be constructed in conformance with the regulations of the State Board of Health. All plumbing must conform to the State Plumbing Code. All toilet facilities shall be readily accessible to the living quarters they are intended to serve. All privies or latrines shall be located not more than 200 feet nor less than 50 feet from these quarters. Each water closet, chemical toilet, or privy shall be provided with tight fitting hinged seat lid. Each building or structure housing toilet facilities shall have a self-closing door, adequate ventilation and lighting, and be provided with fly screening. Where urinals are provided they shall be on the basis of one for each 30 persons and shall comply with the State Plumbing Code. All toilet facilities shall be kept clean and sanitary at all times.

1.02.2 Washrooms, Bathrooms and Laundry

Wash basins shall be provided in the ratio of one for each 12 persons. One laundry tray or wash tub shall be provided for each 30 persons occupying the camp.

Facilities for bathing shall be provided in the form of showers, installed tubs, or portable tubs. One bathing unit consisting of either a showerhead, tub, or portable tub, shall be provided for each 15 persons.

Facilities for heating water shall be made available at all times for washing, bathing and laundry purposes.

Where washrooms and bathrooms are provided, separate facilities shall be available for each sex and shall be so designated. If the facilities for each sex are in the same building they shall be separated by solid walls or partitions extending from the floor to the roof or ceiling.

The floors of such utility buildings shall be of smooth finish materials, non-skid, impervious to moisture and sloped to drain. Floor drains to remove waste water and facilitate cleaning shall be provided in all shower baths, shower rooms, and laundry rooms.

Construction and maintenance of all plumbing must conform to the State Plumbing Code.

4.03 Sewage Disposal

In all camps hereafter constructed, connection shall be made to public sewerage where such facilities are available. Where no public sewerage is available for new camps, sew-

age disposal facilities shall be installed in accordance with the regulations of the State Board of Health. In all existing camps sewage disposal shall comply with the regulations of the State Board of Health for the type of sewage disposal employed.

4.04 Shelter

In rooms used for living or sleeping purposes there shall be at least one window opening to the outer air. The minimum total window area shall be ten (10) per cent of the floor area for all new construction, and not less than five (5) per cent for existing such rooms. Facilities shall be provided for hanging clothes.

All buildings and structures in the camps shall be constructed in a safe manner with provisions against fire hazards and shall provide protection to the occupants against the elements. The roof and walls of each building shall be of water-resistive construction. The floor of each room shall be constructed of wood, concrete, asphalt or comparable material sufficiently above ground level to avoid dampness. All walls, roofs and floors shall be kept in safe repair. In all shelters hereafter constructed or remodeled wooden floors shall be of planed tongue and groove lumber and elevated not less than 12 inches above the average ground level. Concrete or asphalt floors shall be of smooth finish material and be elevated at least 6 inches above the average ground level. In all shelters hereafter constructed or remodeled each room designed for family use for sleeping purposes shall contain at least 100 square feet of floor space for each person 16 years of age or over. In dormitory or barrack type camps hereafter constructed a minimum of 50 square feet of floor space shall be provided per person. The minimum ceiling height shall be seven (7) feet.

4.05 Beds and Bedding

Adequate sleeping facilities shall be provided for each worker or member of his family. Such facilities shall consist of beds, cots, or bunks and shall be elevated at least 12 inches from the floor and spaced not closer than 36 inches laterally or end to end. These facilities may be made of steel, wood, canvas or other sanitary material and constructed so as to afford reasonable comfort to the occupants. Between assignment to different persons, each bed, cot or bunk shall be furnished with mattresses with

clean covers or straw filled ticks, and all ticking, covers, blankets, bed linen and mattresses provided by camp operator shall be kept in a sanitary condition and laundered or otherwise sanitized. Periodic inspections of beds and bedding shall be made to insure freedom from vermin. When vermin are found or reported, effective extermination measures shall be undertaken immediately. Sleeping quarters for a group of people of one sex shall be separate from the sleeping quarters occupied by a group of people of the opposite sex except in the housing of families.

4.06 Screening

All exterior openings of living and sleeping quarters shall be effectively screened during the fly season with fly screening material of at least 16 mesh per inch.

All screen doors shall be equipped with self-closing devices.

4.07 Lighting

Every camp shall provide and maintain artificial illumination in a safe and adequate manner. In existing camps where electric service is provided: each habitable room and other rooms which house or enclose eating or cooking facilities, laundries, washrooms and toilets shall be provided with at least one electric light outlet; stairways and halls shall be adequately lighted; outside areas shall be provided with electric lighting to the extent that all walkways and entrances to buildings are illuminated; electric wiring shall be installed in accordance with the provisions of the National Electrical Code; and in all shelters hereafter constructed or remodeled each habitable room shall be provided with a minimum of one ceiling-type light receptacle and one wall or floor electric convenience outlet.

4.08 Cooking and Eating Facilities

Where central cooking facilities are operated in conjunction with mess halls they shall be: Constructed and maintained in accordance with the "Regulations Governing Eating and Drinking Establishments" of the State Board of Health; separate from the sleeping quarters; floor, walls, ceilings, tables and shelves of all kitchens, dining rooms, refrigerator, and food storage rooms shall be so constructed that they can always be maintained in a clean and sanitary condition; the exterior wall openings of all dining rooms, kitchens and food storage rooms shall be provided with

fly screening at all times when the camp is in operation; screen doors shall have self-closing devices and open outward; adequate refrigeration facilities for storage of food shall be provided; and all dishes, glassware, tableware, cutlery and kitchen utensils and equipment shall be adequately cleansed, wash and disinfected after each use.

The cooking of meals by a family unit or individuals within its assigned quarters is permitted, but only when walls and floors surrounding the cook stove have been made safe from fire by the use of asbestos or other fire resistant material extending at least twelve (12) inches beyond the stove in each direction.

4.09 Garbage and Other Refuse Disposal

Metal cans, with tightfitting covers, of at least 20 gallon capacity shall be provided for storage of garbage and refuse. Whenever these receptacles are full and at least twice a week the garbage and refuse shall be collected.

Provision shall be made for disposing of garbage and other refuse by incineration, grinding, incorporation in a sanitary landfill or burial at least 18 inches below the ground surface.

All waste water, garbage and refuse shall be disposed of in a manner which is not or does not become offensive or insanitary, and does not pollute the water supply.

4.10 Insect and Rodent Control

Effective measures shall be taken to control rodents, flies, mosquitoes, bedbugs or other vermin within the camp premises.

4.11 Safety and Fire Prevention

The safety of each worker, occupant, or person on the premises of every camp shall be paramount. All necessary precautions shall be taken to protect these persons from bodily injury resulting from fire, falls or other types of injuries which may bring about temporary or permanent disability.

The camp operator shall make first-aid supplies accessible for immediate use. Approved fire prevention techniques shall be utilized and fire fighting equipment shall be made available. Local fire regulations shall apply where they exist.

4.12 Means of Egress

All buildings in which people sleep or eat shall be provided with at least two outside exits for use as a means of escape in the case of fire. If sleeping quarters are provided above the ground floor, at least one outside exit from such quarters shall be required. Dormitory sleeping quarters, central dining rooms and common assembly rooms shall have at least two exits.

SECTION 5. Penalty

- 5.01** Any person who shall violate any of the provisions of these regulations shall be guilty of a misdemeanor and upon conviction thereof shall be fined not less than twenty-five dollars (\$25.00) nor more than one hundred dollars (\$100.00) for each offense, and otherwise penalized as provided by law.

Adopted, Maryland State Board of Health: October 30, 1959.

Effective: February 1, 1960.



INFORMATION
For
Seasonal Migratory Farm Workers
In
Maryland



The staff of the Farm Labor Program, Department of Employment Security, welcomes you to Maryland for the harvest season. Cooperate with the local farm representative, who will be happy to assist you during your stay in Maryland. The information in this pamphlet was prepared to make that stay more pleasant and productive.

prepared by
MARYLAND DEPARTMENT OF EMPLOYMENT SECURITY
1100 North Eutaw Street
Baltimore 1, Maryland

Stephen C. Cromwell
Executive Director

FORM DES 548
REV. 1/62

1 - MOTOR VEHICLE REGULATIONS: To operate your motor vehicles (including, but not limited to car, bus, truck, trailer or semi-trailer) while employed in Maryland without buying Maryland license plates, you must observe the following regulations: register as a Seasonal Migrant Farm Worker with the Department of Employment Security; vehicle to be used only to transport workers, or for work incidental to seasonal crop-harvest; distance between crop and destination cannot exceed 35 miles; each vehicle shall be covered by liability insurance for not less than \$10,000 for damages and injury to any one person in any one accident; \$20,000 for damages and personal injury sustained by more than one person in any one accident; and \$5,000 for injury to, or destruction of, property of others in any one accident.

Application forms are available at all offices of the Department of Employment Security. The following information is needed to complete the application: name and address of the insurance company (*not name of the agent that sold you the insurance*); policy number, and the effective date of the policy. Upon receipt of a Certificate of Insurance, the State Police will issue a permit for a period of (90) days, renewable upon filing a second application. There is no charge for this permit.

2 - GASOLINE TAX LAW: Owners and operators will be required to register with the Office of the Comptroller, Gasoline Tax Division, if they plan to operate any of the following equipment on any highway in this State: Any passenger vehicle that has seats for more than nine (9) passengers in addition to the driver, or any road tractor, or any tractor truck, or any truck having more than two (2) axles. This law also applies to any owner or operator who is only passing through Maryland. (SEE NOTE)

The cost of the required identification marker is \$1.00. The marker will be valid for one (1) year, from January 1 through December 31. Mail the application and money order not less than fifteen (15) days prior to leaving your home area. You must have the identification marker properly displayed on your vehicle when you enter Maryland; failure to do so could result in your being fined \$100.00. **MAKE CERTIFIED CHECK OR MONEY ORDER PAYABLE TO THE TREASURER OF MARYLAND.**

NOTE: There is a provision within the law whereby the Office of the temporary permit, good for twenty-five (25) days. This procedure is expensive. The cost of a temporary permit could very easily exceed the cost of the identification marker.

For additional information, contact the Comptroller of the Treasurer, P. O. Box 1751, State Office Building, Annapolis, Maryland. Telephone 3-5731 or Colonial 3-5731.

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The cost of a temporary permit could very easily exceed the cost of the regular
on marker.

ditional information, contact the Comptroller of the Treasury, Gasoline Tax Division,
751, State Office Building, Annapolis, Maryland. Telephone numbers: Colonial 8-3371
3-5731.

3 - HOUSING: The private housing or the camp you will occupy will be
your home and have been inspected and approved by the local health offi-
cer of the Maryland Department of Health. Help keep it clean by putting
garbage and rubbish in the containers provided.

4 - HEALTH SERVICES: Blood test and chest X-rays will be available to
all seasonal workers and their families. Health cards issued by other
states since the last harvest season will be honored by the Local Health
Officer.

5 - CHILD LABOR LAWS: Employment Certificates are not required for
children under the age of sixteen (16) to perform farm work provided such
farm work is performed outside school hours. Schools open early in Sep-
tember, and all children, local and migrant, between the ages of six (6)
and sixteen (16) are required to attend. However, this regulation does
not apply on Saturdays, Sundays, Holidays or after the regular school
hours.

No minor under the age of sixteen (16) shall be permitted to work in a
cannery. Minors between the ages of sixteen (16) and eighteen (18), to
be employed in a cannery, must first secure an Employment Certificate.
When filing an application for an Employment Certificate, the minor must
furnish proof of age (*Certificate of Birth or Certificate of Baptism*). The
application must be signed by the parent or guardian before the Employ-
ment Certificate can be issued.

6 - WARNING: The carrying of **CONCEALED WEAPONS** (pistols, revol-
vers, switchblade knives, black-jacks, etc.) is a crime under the Maryland
Law punishable by fine and imprisonment.

**7 - MAKE IT A REGULAR PRACTICE TO ATTEND THE CHURCH
OF YOUR CHOICE**

LOCAL OFFICE DIRECTORY

Annapolis

93 College Avenue
Phone: Colonial 8-5051

Baltimore

1100 N. Eutaw Street
Phone: 727-5900

Bel Air

112 S. Hayes Street
Phone: Terrace 8-4300

Bethesda

7801 Woodmont Avenue
Phone: Oliver 6-4848

Cambridge

101 Race Street
Phone: Academy 8-0700

Centreville

208 N. Commerce Street
Phone: Centreville 155

Chestertown

Townshend Building
Phone: Chestertown 381

Crisfield

831 W. Main Street
Phone: Crisfield 918

Cumberland

239 N. Mechanic Street
Phone: Parkview 2-1930

Easton

208 E. Dover Street
Phone: Talbot 2-3030

Elkton

1 Brown Court
Phone: Export 8-3810

Frederick

Masonic Temple Bldg.
Phone: Monument 2-2166

Hagerstown

401 E. Antietam Street
Phone: Regent 3-0100

Hyattsville

4316 Farragut Street
Phone: Union 4-2100

Oakland

17 Alder Street
Phone: Deerfield 4-2183

Pocomoke Field Station

Pocomoke, Maryland
Phone: Pocomoke 562

Salisbury

724 E. Main Street
Phone: Pioneer 2-5151

Silver Spring

952 Sligo Avenue
Phone: Juniper 9-1020

Snow Hill

422 W. Market Street
Phone: Snow Hill 486

Towson

311 E. Pennsylvania Ave.
Phone: Valley 3-3300

Westminster

25 Liberty Street
Phone: Tilden 8-9440

OFFICE HOURS

Monday through Friday, 8:30 a. m. to 4:00 p. m.

MARYLAND STATE DEPARTMENT OF HEALTH MONTHLY BULLETIN

April 1960

Volume 34

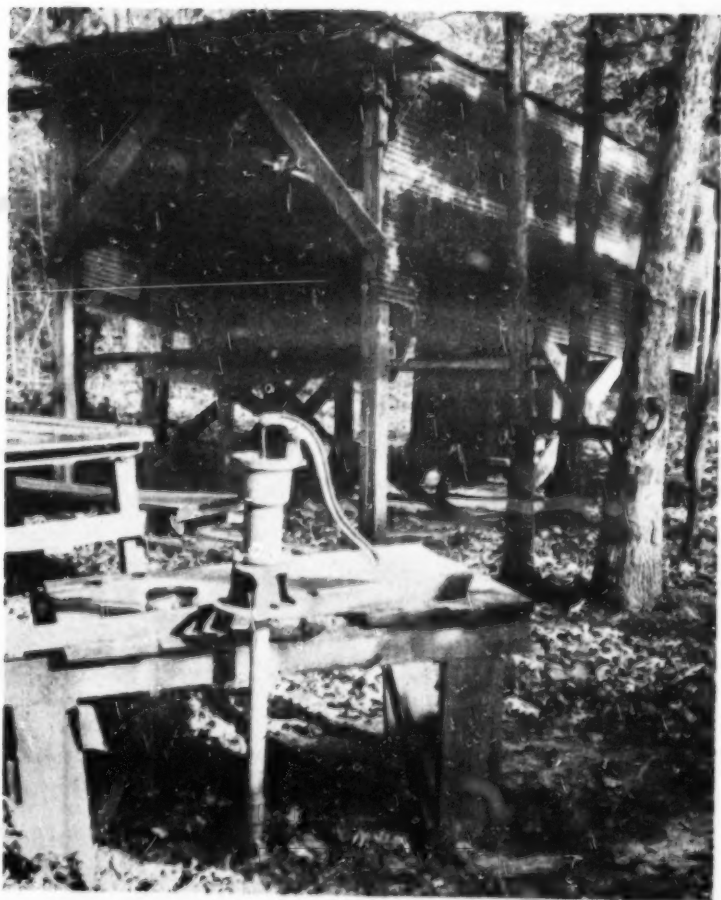
Number 4

FROM 2411 NORTH CHARLES STREET BALTIMORE 18, MARYLAND

MARYLAND'S MIGRANT WORKER HOUSING PROBLEM

by OLONZO P. FIKE, Housing Training Consultant
Bureau of Environmental Hygiene
Maryland State Department of Health

The housing of migrant workers in Maryland is an important social, economic, and health problem. The truck crop and fruit growers of this State are able to bring to maturity large acreages of fruit and vegetables using on-the-farm labor and nearby local labor. However, the harvest of these crops is dependent on migrant labor.



Water supply and cooking facilities at a migrant camp site. To conform with the new regulations, water supply must be protected, pitcher pumps replaced with approved type. Public food preparation areas should be screened against flies.

Each year an estimated seven to eight thousand such workers come from Florida and the West Indies to harvest the crops and pick the fruits grown in the Free State.

Early in 1957 a study was made of the housing facilities used by these workers in Maryland. The study was made by the Bureau of Environmental Hygiene of the Maryland State Department of Health. A total of 134 camps were inspected with the help of the local Health Officers and Sanitarians.

These 134 camps were found to contain 2,803 dwelling units which were occupied by 7,930 migrants.

Inspections were made of water supplies, sewage disposal, toilets, washrooms, bathrooms, laundries, shelters, cooking and eating facilities, garbage and trash disposal, camp areas, beds and bedding, insect and rodent control, and safety and fire prevention.

Inspection Results

In analyzing the results of the study 66% of the water supplies were found to be unprotected and unapproved, and 72%

of the sewage disposal systems were unapproved. Water supply was inadequate in 45% of the camps inspected.

Fifty-one per cent of the camps contained shelters of unsound construction and 44% had structures with insufficient window areas. Dual egress was lacking in rooms of 51% of the camps. Ineffective screening was noted in 81%, and unsafe electrical wiring was found in 31%.

In 74% of the camps, toilets were in poor operating condition, while 81% of the camps had unsanitary toilet facilities. Fifty per cent had an insufficient number of wash basins, 72% had improperly drained floors in the washrooms and baths, and 78% had inadequate laundry facilities. There was no segregation of sexes for bathing facilities in 80%.

Sixty-two per cent had unsafe food storage, and 81% had inadequate facilities for collection and storage of garbage and trash. Seventy-two per cent had ineffective insect and rodent control and 69% of the camp areas were unsafe and unsanitary.

No first aid equipment was available in 85% of the camps and 86% had no fire extinguishers. Forty per cent had inadequate sleeping facilities, and bedding was not sanitized between camp uses in 49%.

Regulations

The above facts were used for the development of proposed regulations of migrant labor camps. These proposals were discussed in meetings with health officials of the counties involved, and with representatives of farmers' and packers' groups.

From these meetings came many helpful suggestions which were incorporated in the regulations. It was our desire to develop regulations that were both workable and enforceable, based on facts obtained during the study and on sound public health principles.

In 1959 the program received a new impetus when Governor Tawes appointed a commission to study the migrant labor problem in Maryland. Dr. Paul Nystrom of the University of Maryland was appointed chairman of this commission, and under his able leadership, hearings were held throughout the areas of the state which would be affected by the regulations.

Changes, based on suggestions resulting from these hearings, were made in the proposed regulations. The revised regulations were submitted to the Attorney General to check their legal sufficiency and correctness. They were then adopted by the State Board of Health, and became effective February 1, 1960.

Enforcement

To date, over 1,200 copies of these regulations have been distributed throughout Maryland, and a program of inspection and enforcement is well under way. It is hoped that all of the camps in the state will have been inspected before the beginning of the 1960 season.

The enforcement and administration of the regulations are delegated to the Local Health Officers and their Sanitarians. It is understood that laborers cannot be placed in camps through the services of Employment Security until such camps have received a permit from the approving authority. This procedure is also to be followed for those camps securing laborers from private sources.



MARYLAND STATE DEPARTMENT OF HEALTH MONTHLY BULLETIN

Volume 31

May 1959

Number 5

FROM 2411 NORTH CHARLES STREET BALTIMORE 18, MARYLAND



MARYLAND TB-VD HEALTH PROGRAM AMONG AGRICULTURAL MIGRANTS

A Cooperative Project

MARYLAND STATE DEPARTMENT OF HEALTH
MARYLAND TUBERCULOSIS ASSOCIATION

MARYLAND DEPARTMENT OF EMPLOYMENT SECURITY
COUNTY HEALTH DEPARTMENTS

C. REED CORBIN,
Project Director



Dear Sir:

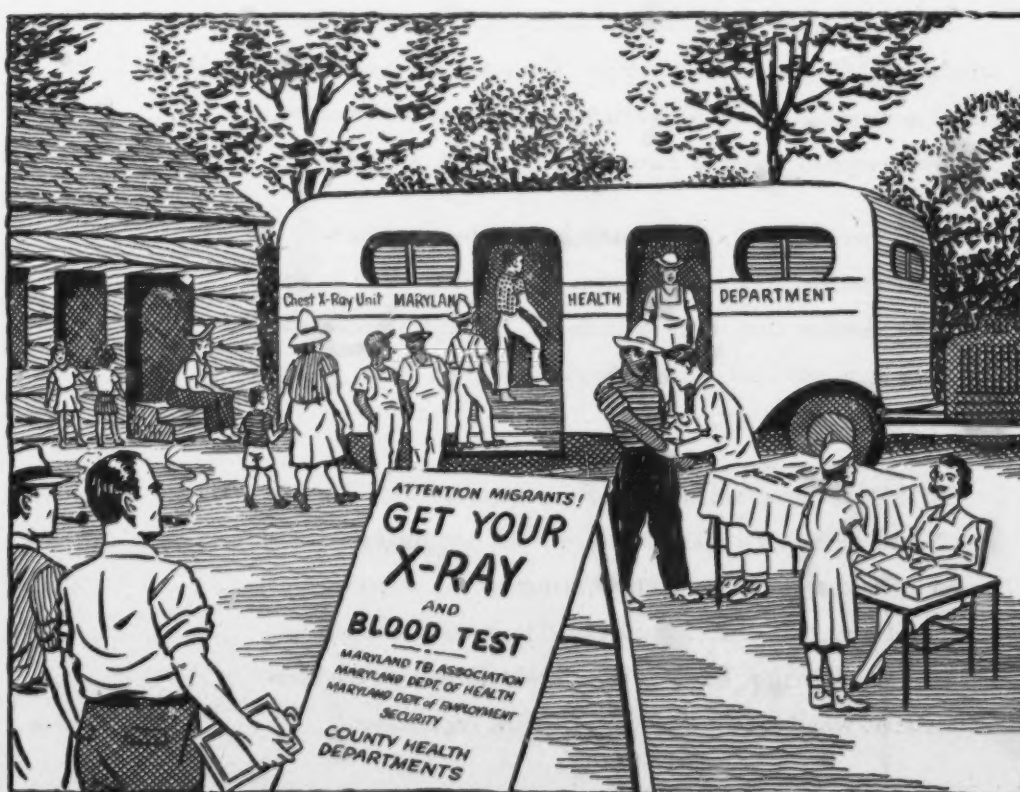
We have been advised by the Farm Placement Supervisor of the Maryland Department of Employment Security that you are scheduled to bring migrant farm workers into Maryland this season.

Maryland realizes the importance of the farm workers to its economy. As a protection to this valuable labor force the State and County Departments of Health, the Tuberculosis Association, and the State Department of Employment Security will offer blood tests and chest x-rays to all local and migratory farm workers.

The above letter points up the cooperative nature of a special health project, which is being carried out in the nine Eastern Shore Counties this summer, to control tuberculosis and venereal diseases among migrant farm workers.

During the height of the agricultural season the Eastern Shore of Maryland experiences the influx of about 7,000 migrant agricultural laborers. As in other states, this seasonal labor force is highly important to the economy of Maryland, but it also presents public health problems. The high prevalence of tuberculosis and syphilis in this group concerns all states depending on migrant labor. In addition, those having tuberculosis and syphilis in infectious stages constitute a communicable disease hazard to the local residents.

The States of Maryland, Delaware, and Virginia have jointly developed a co-operative plan to find and treat tuberculosis and syphilis among the migrants working in these three states. Another important objective of the project is to set a pattern for a smoother working relationship among the states in the East Coast Migrant Labor Stream. In the past many health programs for migrants have been hampered by the numerous prob-



Maryland's TB-VD Health Program Among Agricultural Migrants

(Continued from Page 1)

lems resulting from the transient nature and non-resident status of migrants.

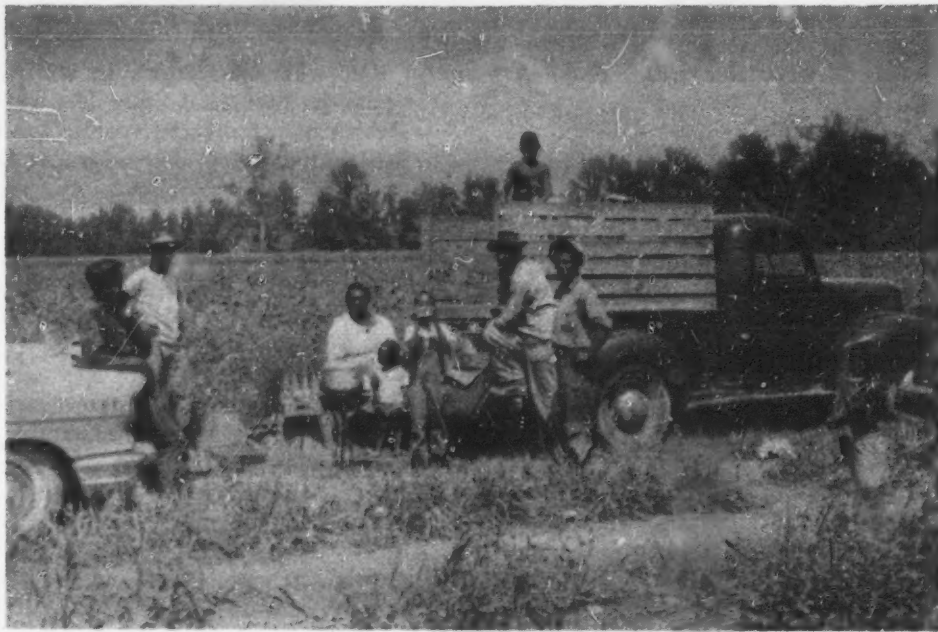
The Importance of Agricultural Migrants

The agricultural economy of the states in the East Coast Migrant Labor Stream depends heavily on the availability of seasonal labor forces. The local labor supply is inadequate to meet the fluctuating demands for manpower during the harvesting seasons. Mechanical harvesting devices are unsatisfactory for most truck crops since a machine has not yet been devised to select the right fruit for picking and to permit the immature fruit to remain on the vines. Sufficient labor at the right times enables the farmer to reap several premium harvests from the same crop.

The migrant labor stream is a result of this need for a seasonal labor supply. The difference in crops and seasons from the southern to the northern extremes of the east coast enables a crew of laborers to travel from area to area and be available in many different localities during the height of the agricultural season. By working the winter crops in Florida, year round work is available for a large number of workers.

Most farmers look to their state employment office to obtain workers. In Maryland the State Department of Employment Security maintains a trained staff of representatives who devote full time to the procurement and management of migrant farm workers. The number of workers needed for each farm is determined by a farm survey conducted by the Department of Employment Security through the farmers' and growers' associations. After the necessary information has been gathered, the procurement officers contact crew leaders in Florida to make arrangements for bringing labor crews into Maryland.

The crew leaders are private operators in the business of providing migrant laborers to the farmers. After the crew leaders make their commitments through the procurement officers, they bargain with individual migrants to encourage workers to join their crews. The crew leaders are responsible for providing transportation, lodging, and employment for the workers. They may collect fees for these services as well as carry on a business of selling soft drinks, lunches, and other products to the workers. However, most of their profit comes from a commission on the earnings of their crew of laborers. Individual workers are paid an hourly wage or a set fee for each container of fruit or vegetables they harvest.



In addition to organized crews, many people known as "free wheelers" follow the labor stream and deal directly with the farmers. These workers usually seek the most profitable work possible and will change from farm to farm during the season as the various harvests reach their peaks.

A number of local people wanting farm work will either deal directly with the farmers or will join a crew of migrants. Some crew leaders depend upon local people to complete their complement of workers. This arrangement is usually successful since many of the local people do not work until the migrants arrive, even though they could obtain work prior to that time.

The farmers and crew leaders are not the lone benefactors from the presence of migrants in the State. As a rule, the migrants enter the State with little money and leave with about the same amount. With the exception of that which is carried out in the pockets of crew leaders, the money is spent in the same locality where it is earned. Seven thousand wage earners spending most of their earnings in the local stores provide profits and jobs for many local people not connected with farming.

Where Migrants Come From

The majority of migrants in the East Coast Stream are non-white natives of the southeast. Most of them have previously earned a meager living by sharecropping sub-marginal farms. Although their basic needs were usually cared for, they seldom received regular wages for their labor. Due to a lack of education or initiative their opportunities for seeking another means of livelihood are very slight. These are the people who are

attracted to the migrant labor streams, largely through the incentive of regular wages and frequently because it is their only source of income.

By joining a crew in their own area, or traveling to Florida where some 80,000 migrants headquarter, they become members of the migrant labor stream. Usually they discover their wages are inadequate to support a family back home, but by putting their wives and older children to work with them they can fare much better. Quite often this involves bringing along parents, grandparents, and other old people to stay in the camps to care for the younger children.

By becoming migrants their condition is seldom improved. Although they have some money in their pockets, they have sacrificed many advantages they previously had. Because of their constant travel they can no longer claim residence in a particular state, and in many states they find themselves ineligible for such benefits as welfare assistance and free medical or hospital care. It is not uncommon for weather conditions such as droughts, freezes, and storms to put them out of work for months, and as non-residents they have no place to turn for financial aid during these long periods of idleness.

The members of the migrant stream are constantly changing. Many leave after a season to go back home, but there are always others to replace them. Some drop off along the way and eventually settle down in the state where they were scheduled to work for a few months. Usually there are local people in the same state who join the crew and remain in the stream.

Most of the migrants coming to Maryland give Florida as their home address. An appreciable number list North Caro-

lina, and a few come from other south-eastern states. There are a number of Maryland natives who join crews going South to work the winter crops in Florida.

Health Problems Among Migrants

Those who become migrants usually have never had adequate medical attention. Partly because of their poverty, they avoid seeking medical attention. However, equally responsible is an ignorance and an apathy toward personal hygiene and basic health principles. The Florida State Board of Health is presently initiating studies to determine factors involved in the migrant's frequent failure to take advantage of the medical resources which are available free of charge to non-resident migrants.

Upon joining the migrant labor stream, both the healthy and the diseased must constantly live and travel together, thus multiplying individual health problems into a potential public health hazard. Of 3,415 migrants tested for syphilis in Maryland in 1958 over 12 per cent were found positive and at least 185 had never been treated for their infection.

Tuberculosis is also prevalent among migrants. This is supported by the experience of the neighboring State of Delaware where a combined tuberculosis and syphilis casefinding program was conducted in 1958. Chest x-ray examination of 4,117 migrants revealed 39 tuberculosis suspects. Follow-up of the 35 who could be located led to the diagnosis of active pulmonary tuberculosis in 8 individuals, a rate of 2 active cases per 1,000 examinations.

The Central Laboratory of the State Health Department is cooperating by providing rapid tests for syphilis.



Procedure of Syphilis Casefinding Among Migrants in Maryland

On several occasions in the past few years the Maryland State Department of Health has conducted syphilis casefinding programs among its migrant laborers. The last program was during the 1958 agricultural season when there was a combined effort to screen both migrants and residents. The figures presented here reflect only the migrant labor phase of the program.

Funds and personnel to operate the program came from the State Department of Health and the United States Public Health Service. A team consisting of a project administrator and two venereal disease investigators was organized and hired temporary personnel. The first step in setting up that screening program was to contact simultaneously the local health departments and the Department of Employment Security. From both agencies excellent cooperation was obtained. The Department of Employment Security supplied a list of all crew leaders recruited, the farms where each crew would reside and work, and the approximate arrival and departure dates of each crew.

The health officer was consulted in each county where migrant testing was anticipated, since in each county the program was sponsored by the local health department and under the overall direction of the county health officer. In most cases the county health officer sought and received the approval and support of the local medical society.

Upon final approval of the county health departments, both the crew leaders and the farmers were contacted by letter advising them of the program and soliciting their support. A personal visit was then made to the farmers, and arrangements were completed for the time and place of testing the labor force. In most cases testing was performed when the laborers returned from the fields to the labor camps so that no time was lost from work. A team of locally hired nurses or venereal disease investigators collected the specimens in disposable Shepard Tubes. A locally hired clerk obtained the necessary identifying information from the workers at the time the blood specimens were taken. With the support of the crew leaders and the farmers 100 per cent participation could be anticipated. A small number presented current identification cards from other states indicating they had been previously tested within the year. These cards were always honored.

Specimens were sent via bus to Baltimore for testing in the Central State Health Department Laboratory. Results

were then passed on to the Division of Epidemiology and Communicable Disease Control of the State Health Department where all information was reviewed and records prepared including individual identification cards. The information was forwarded immediately to the project director who gave identification cards of negative reactors to crew leaders for distribution. Positive reactors were notified by the crew leader to report to a convenient special clinic where they received diagnosis and appropriate treatment if needed. Prior to diagnosis, histories were taken from each patient with close attention directed toward possible previous treatment. In a few instances clinics were set up at the labor camps themselves, as a last resort to process patients who had failed to report to other clinics and were scheduled to move to another locality.

It is obvious that the volume of this project would have imposed a great burden on the local health department staff. Therefore, temporary workers were hired and in several counties patients were referred to private physicians who were supplied medicine and paid a fee from project funds. Although the project was supported by Federal funds, the local health department staff made invaluable contributions without which the program could not have succeeded.

Syphilis Survey of Migrants in Maryland, 1958

	Number	Per- cent
Estimate of Migrants in Area	5,000	
Blood specimens collected	3,415	
Number positive reactors	419	12

Results of Follow-up of 419 Positive Reactors

Brought to treatment first time for this infection	185	44
Returned to treatment, previous treatment inadequate	8	2
Previous adequate treatment	130	31
Other disposition and lost to follow-up	96	23
	419	

The Delmarva Conference and Later Developments

Increasing interest is being focused on the problems created by the migratory labor stream along the Eastern Seaboard. Numerous conferences of the Seaboard States have highlighted problems of duplication of effort, poor communication on health problems, uncertain jurisdiction, legal residence, and a host of others.

The three States of Maryland, Delaware and Virginia (Delmarva) have had two meetings to discuss a joint or co-operative project for combined tuberculosis and venereal disease control which would hopefully set a pattern for smoother working relationship among the states. Representatives of both the State Health Departments and the Tuberculosis Associations have attended these meetings.

The first such tri-state conference was held in Salisbury, Maryland, June 12, 1958. The idea was proposed to try to carry out a joint tri-state screening activity for tuberculosis and syphilis at the Kiptopeake-Norfolk Ferry where about 7,400 migrants come through each year from May 7 to October 1.

At the second conference in Norfolk, Virginia, October 5 and 6, it was unanimously concluded that for the present this approach was both impractical and too expensive, and instead it was agreed that the three states would carry out a coordinated effort along the lines employed in Delaware last summer.

The chief points of this coordinated program of tuberculosis and venereal disease casefinding were summarized as follows:

1. In each state the effort would be carried out by partnership between the Health Department and the Tuberculosis Association.
2. Virginia, Delaware, and Maryland Departments of Health agreed to coordinate carefully their efforts in tuberculosis and venereal disease casefinding and other health services to migrant farm workers during the 1959 season.
3. Each state would design its own program along the lines already developed by Delaware and would describe this briefly in a written plan.
4. These plans would be circulated between states together with current lists of local health officers, phones and addresses, and forms which would be used.
5. All three states agreed to use a card identical in content and color to the wallet sized one now used in Delaware. The color is important because it is changed each year (orange 1957, blue 1958, pink 1959). The three states also agreed to honor this record and not to repeat tests which may have been done in one of the other states during the year.
6. It was agreed that follow-up attempts would be made by direct referral to the local health department where the migrant was thought to have gone, rather than

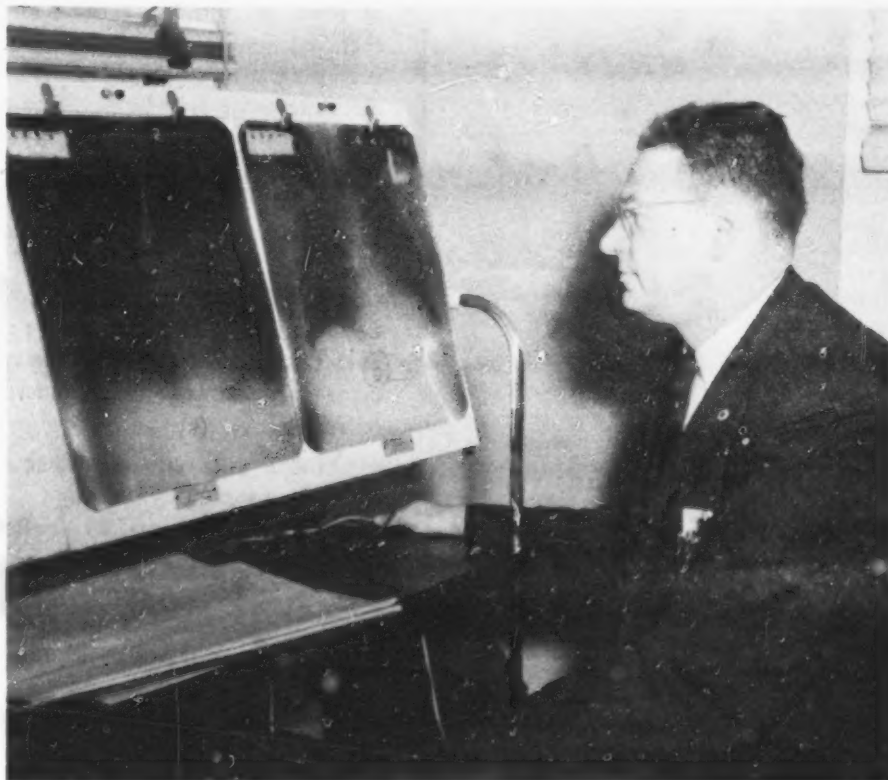
to route referrals through the State office.

7. It was further agreed that a resume of activities in Delaware, Maryland, and Virginia, together with the sample wallet sized card, would be sent to states farther to the north; e.g., Pennsylvania, New Jersey, and New York, requesting that x-rays and blood tests not be repeated if the migrant had been checked in 1959.
8. Requests for assistance from the United States Public Health Service would be submitted separately by each state. The Public Health Service Regional Offices would be supplied with information and asked to inform other States. Data from each of the three states would be analyzed and compiled in a tri-state report at the end of the season.

Delaware State Board of Health and the Delaware Tuberculosis Association who described the 1958 Delaware project. The project was discussed in detail and such problems as financing, hospitalization, and many others appeared to be solved.

In addition to being a cooperative project between the three States, the Maryland program includes four participating agencies: the State Health Department, the Tuberculosis Association, the county health departments, and the State Department of Employment Security. Because of their enthusiastic support and interest in the project, the Department of Employment Security was asked to join as a full partner.

The project proposed by the Delmarva Conference was presented and endorsed by the Eastern Seaboard Migrant Labor



A medical specialist at Pinebluff State Tuberculosis Hospital reads chest x-rays daily and immediately forwards results.

Following the Delmarva Conference in Norfolk, the three states proceeded with their individual plans. The Maryland project officially got underway at a January meeting in Queen Anne's County's new health center at Centerville. Attending the meeting were eight of the nine county health officers from the Eastern Shore, representatives from the State Health Department, the Tuberculosis Association, the State Department of Employment Security, and the Johns Hopkins University School of Hygiene. Special guests included representatives from the

Conference in Washington, D. C., on October 9-10. Other states were urged to follow the example set by Delaware, Maryland, and Virginia, and it has recently been reported that Florida will use an identification card identical to that adopted at the Delmarva Conference.

The 1959 Maryland Project

The Maryland project will be patterned after the 1958 syphilis casefinding program with the addition of tuberculosis screening along with serologic screening for syphilis. The Maryland Tuberculosis

Association is a joint participant with the Maryland Department of Health, the local health departments, and the Department of Employment Security. Funds and personnel for both tuberculosis and syphilis screening and syphilis follow-up will be provided by the Tuberculosis Association, the State Department of Health, and the Public Health Service. The follow-up of tuberculosis suspects will be the responsibility of the county health departments and the State Health Department.

The combination of the two programs will promote efficiency, curtail costs, and provide better services. X-ray technicians and venereal disease investigators will visit large labor camps and farms to give as many migrants as possible the opportunity to receive a blood test and x-ray at the same time. Identification cards will be issued to non-reactive participants as soon as results of the two tests are received, and to positive reactors following diagnosis and adequate treatment. Arrangements will be made to read small films immediately and to report results before the migrant has moved on. Reactors to either or both the x-ray and blood test will be referred to local health departments or special clinics for additional testing. Treatment for syphilis will be arranged as in 1958 with funds available for contracting with private physicians in those areas where it is advisable or necessary.

Once a tuberculosis suspect has been referred to the local health department for a large film, the local health department will process the individual in the same manner as with any other such patient. If hospitalization is required the Bureau of Tuberculosis will make arrangements to return the patient to the state of residence as is presently done, according to cooperative agreements of the Association of State Tuberculosis Directors.

It is believed that this tri-state project presents a real opportunity to end the interminable shifting of responsibility which has characterized this public health problem. Maryland and its two neighbors, Delaware and Virginia, will be setting an example for other states to follow which should be a solid contribution to a most difficult and frustrating problem.

This article was prepared by Charles D. Bird of the Division of Epidemiology and Communicable Disease Control, Maryland State Department of Health.

Report on TB—VD Health Program Among Maryland Migrants

By C. REED CORBIN, *Project Director*

(Mr. Corbin is Field Consultant with the Maryland Tuberculosis Association)

In a series of meetings which began in the summer of 1958, representatives from Maryland, Virginia, Delaware, and the United States Public Health Service developed a plan to find and treat tuberculosis and syphilis among the agricultural migrants working in the Tri-State area.* The Maryland program, which was put into effect May 15—September 15, 1959, on the Eastern Shore, was financed by the Maryland Tuberculosis Association, the State Health Department, and the United States Public Health Service.

Gaining Program Acceptance

Most of the agricultural laborers coming up the Eastern Seaboard each year work under crew leaders or bosses who are responsible for their transportation, getting them work, and paying them wages based on piecework.

The success of the program hinged on getting the acceptance and cooperation of the people involved. Crew leaders were given a letter explaining the program when they were interviewed by Maryland's Department of Employment Security representative in Florida. Maryland farmers who employ migrant labor were sent a letter with similar program information.

Copies of the Health Department's bulletin describing the project were distributed to key people on the Eastern Shore, and newspapers ran articles covering the subject, including pictures taken by the Maryland Tuberculosis Association.

All three states made up health cards for distribution to the migrants. Cards for each state were identical in content, but different in color. Other states were contacted, and a working agreement regarding the cards was established. Migrants were anxious to take the test and obtain the card when they realized possession of it meant they need not take additional tests in other states. Our rec-

ognition of valid cards from other states helped the migrants see how this would work.

Method of Operation

Schedules were set up, and crew leaders brought workers from a radius of several miles in order to help centralize the work of x-raying. The mobile x-ray unit was set up at camp sites, on roads, beside fields, and even in fields where migrants were working. X-rays were taken inside the trailer, and blood tests were taken outside.

The unit worked on sixty days and made eighty-seven different stops. The 70 mm film was cut and developed, and the films interpreted by a tuberculosis specialist within twenty-four hours. The follow-up of TB suspects from the 70 mm films was a responsibility of each local health department. When large chest films were needed the local health departments usually provided these within forty-eight hours, although sometimes a longer period of time elapsed. The information sheet in a sputum box was marked "migrant" and the laboratory gave it priority for a quick microscopic analysis. Speed was essential because migrants move frequently. When a migrant suspect had left the local camp, an attempt was made to trace him and to notify health authorities at his new location.

Tuberculosis Cases Found

The 4,372 X-ray pictures taken produced important results. Over 3,000 of these films represented agricultural migrants. Six active cases of Tuberculosis were found. One is hospitalized in Maryland, one in Virginia, and one in New York State. Final disposition has not been reported on the other three cases.

When the project was set up, it was decided to test local persons working with migrant crews and any others requesting the service. Nearly 1,300 local residents of the Eastern Shore received chest X-rays. Six had active cases of Tuberculosis. Five of these six were

picked up in poultry processing or tomato canning plants.

One migrant case was found in a cannery, making six out of twelve active cases found working in the food processing industry.

One county, where less than 15% of the total X-rays were taken, produced six of the twelve active cases. The three southern counties of the Eastern Shore had very few local workers in the migrant crews and no active Tuberculosis was found. All the cases were found in the upper five counties where local workers made up as much as 20% of the crews.

Six former Tuberculosis patients were found and sputum tests requested. Of the four who complied, all were found to be negative.

The combined cost figures from the State Health Department and the Maryland Tuberculosis Association amounted to \$1.93 per person X-rayed. The cost per TB case located was \$701.00. One thousand dollars per case is considered average.

Results on Blood Tests

The VD representative from the Health Department reported results on the 3,170 blood tests for syphilis as follows: 10% reactive, 5.4% brought to treatment, 3.1% had been previously adequately treated. One hundred eighty-three new cases were found and treated; 4 were primary or secondary, 49 were early latent, and 130 were classified "other syphilis."

Summary

A large measure of the success of the project was due to interstate cooperation in preliminary planning, the enthusiastic support of key groups and individuals within the state, and an active health education program. Acceptance of the program by the community, farmer-employers, and crew leaders was most gratifying. Careful planning plus speed of execution accounted for the success in follow-up of this mobile, difficult-to-trace population group.

* A detailed description of this plan was published in the May 1959 issue of this publication.